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THESIS

ENHANCING THE PROFESSIONALISM
OF PURCHASING AGENTS (GS 1105s)
WITHIN THE DEPARTMENT OF THE ARMY

by

Paul F. Rock

September 1987

Thesis Advisor:

Raymond W. Smith

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T234372

REPORT DOCUMENTATION PAGE

1 REPORT SECURITY CLASSIFICATION UNCLASSIFIED		1b. RESTRICTIVE MARKINGS	
2 SECURITY CLASSIFICATION AUTHORITY		3 DISTRIBUTION/AVAILABILITY OF REPORT Approved for public release; distribution is unlimited	
5 DECLASSIFICATION/DOWNGRADING SCHEDULE		5 MONITORING ORGANIZATION REPORT NUMBER(S)	
PERFORMING ORGANIZATION REPORT NUMBER(S)		5 MONITORING ORGANIZATION REPORT NUMBER(S)	
1a NAME OF PERFORMING ORGANIZATION aval Postgraduate School	6b OFFICE SYMBOL (if applicable) 54	7a NAME OF MONITORING ORGANIZATION Naval Postgraduate School	
ADDRESS (City, State, and ZIP Code) Monterey, California 93943-5000		7b ADDRESS (City, State, and ZIP Code) Monterey, California 93943-5000	
NAME OF FUNDING/SPONSORING ORGANIZATION	8b OFFICE SYMBOL (if applicable)	9 PROCUREMENT INSTRUMENT IDENTIFICATION NUMBER	
ADDRESS (City, State, and ZIP Code)		10 SOURCE OF FUNDING NUMBERS	
		PROGRAM ELEMENT NO	PROJECT NO
		TASK NO	WORK UNIT ACCESSION NO
TITLE (Include Security Classification) ENHANCING THE PROFESSIONALISM OF PURCHASING AGENTS (GS 1105S) WITHIN THE THE DEPARTMENT OF THE ARMY			
PERSONAL AUTHOR(S) Rock, Paul F.			
11 TYPE OF REPORT Master's Thesis	13b TIME COVERED FROM _____ TO _____	14 DATE OF REPORT (Year, Month, Day) 1987 September	15 PAGE COUNT 191
SUPPLEMENTARY NOTATION			
COSATI CODES		18 SUBJECT TERMS (Continue on reverse if necessary and identify by block number)	
FIELD	GROUP	SUB-GROUP	
ABSTRACT (Continue on reverse if necessary and identify by block number)			
<p>This thesis reviews current efforts to enhance the professionalism of U.S. Army purchasing agents (GS 1105s) assigned in the Forces Command (FORSCOM), Training and Doctrine Command (TRADOC) and the Aviation Systems Command (AVSCOM). Objectives of this study are to characterize these efforts and to provide recommendations, where appropriate, on how to improve the status of this workforce in view of their purchasing transactions and contracting procedures used to affect such procurements. In summary, recent efforts to promote the status of purchasing agents have been substantive; however, further development of the series is still needed. Recommendations include redesignating current AVSCOM GS 1105 positions to contract specialist (GS 1102) positions and implementing the researcher's "Proposed Career Plan for U.S. Army GS 1105s" for</p>			
DISTRIBUTION/AVAILABILITY OF ABSTRACT <input checked="" type="checkbox"/> UNCLASSIFIED/UNLIMITED <input type="checkbox"/> SAME AS RPT <input type="checkbox"/> DTIC USERS		21 ABSTRACT SECURITY CLASSIFICATION UNCLASSIFIED	
NAME OF RESPONSIBLE INDIVIDUAL LCDR Raymond W. Smith		22b TELEPHONE (Include Area Code) (408) 646-2052	22c OFFICE SYMBOL 54Sx

Item 18, Subject Terms, continued.

GS 1105 professionalism, career bridging, GS 1105 classification standards, GS 1105 qualification standards, acquisition workforce.

Item 19, Abstract, continued.

FORSCOM and TRADOC purchasing agents. This career plan both promotes the use of career bridging by GS 1105s to occupationally progress into the GS 1102 series and recommends that GS 1105s be required to attain an associate degree in order to remain in their current position.

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Enhancing the Professionalism of Purchasing Agents
(GS 1105s) within the Department of the Army

by

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Captain, MPC, United States Army
B.S., University of Florida, 1976

Submitted in partial fulfillment of the
requirements for the degree of

MASTER OF SCIENCE IN MANAGEMENT

from the

NAVAL POSTGRADUATE SCHOOL
September 1987

ABSTRACT

Thesis
R6635
C.1

This thesis reviews current efforts to enhance the professionalism of U.S. Army purchasing agents (GS 1105s) assigned in the Forces Command (FORSCOM), Training and Doctrine Command (TRADOC) and the Aviation Systems Command (AVSCOM). Objectives of this study are to characterize these efforts and to provide recommendations, as appropriate, on how to improve this workforce in view of their purchasing transactions and contracting procedures used to affect such procurements. In summary, recent efforts to promote the status of purchasing agents have been substantive; however, further development of the series is still needed. Recommendations include redesignating current AVSCOM GS 1105 positions to contract specialist (GS 1102) positions and implementing the researcher's "Proposed Career Plan for U.S. Army GS 1105s" for FORSCOM and TRADOC purchasing agents. This career plan both promotes the use of career bridging by GS 1105s to occupationally progress into the GS 1102 series and recommends that GS 1105s be required to attain an associate degree in order to remain in their current series.

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I. INTRODUCTION

A. FOCUS OF THIS STUDY

Defense Procurement has evolved over recent years into a complex system of statutes, regulations, policies and procedures. This seemingly infinite amount of "direction" is accommodated by a capable workforce comprised of both military and civilian personnel. This study focuses upon an important segment of the civilian workforce, namely purchasing agents (GS 1105s) who, in the performance of their duties, generally employ "small purchase" (i.e., simplified) procedures to procure needed supplies and/or services for the Department of the Army (DA).

B. OBJECTIVES

The primary objective of this study is to characterize the existing level of professionalism of U.S. Army purchasing agents and to provide recommendations, as appropriate, on ways to enhance the status of this workforce.

The secondary objective of this study was to determine how much of this workforce utilize the more complex procurement procedures (i.e., formal contracting or "non-simplified" procurement procedures) in addition to their more traditional small purchase or simplified procedures. The

extent to which this workforce was found to be using such formal contracting procedures is presented in Chapter V and has been incorporated into the researcher's recommendations (Chapter VI) on how to improve the professionalism of this workforce.

C. RESEARCH QUESTIONS

In consonance of the above stated objectives, the following research question was addressed: How can the professionalism of the purchasing agent (GS 1105) within the Department of the Army be improved?

In support of the primary research question the following questions were also addressed:

1. How do U.S. Army purchasing agents view the professional status of their occupation?
2. What are the existing recruitment and selection practices for U.S. Army purchasing agents and how do these practices impact upon the quality of this workforce?
3. What are the duties and responsibilities of U.S. Army purchasing agents and how does one characterize the type and nature of purchasing transactions processed by this workforce?
4. In view of the increasing level of complexity of current day defense small purchase procurement actions,

how much of the U.S. Army purchasing agent workload necessitates the use of formal contracting procedures?

5. What are the training opportunities for U.S. Army purchasing agents?
6. Does the current organizational structure and climate within U.S. Army small purchase offices promote a more professional working environment for its purchasing agents?
7. What are the existing career advancement and professional development opportunities for U.S. Army purchasing agents?
8. What are the ongoing Army and Federal Acquisition Institute (FAI) initiatives designed to enhance the GS 1105 workforce?

D. SCOPE OF THE STUDY

This study is confined to a specific subset of Federal procurement personnel, specifically those U.S. Army civilian personnel performing duties as purchasing agents. As such, this study is directed toward General Schedule (GS) employees in the GS 1105 (purchasing agent) occupational series.

The scope of this study is further confined to purchasing agents assigned to the following three U.S. Army Major Commands: the Forces Command (FORSCOM), the Training and Doctrine Command (TRADOC), and the Army Material Command (AMC). The extent to which AMC is included in this study is

confined to one of their Major Subordinate Commands, the Aviation Systems Command (AVSCOM).

In addition to confining the scope of this study to purchasing agents assigned to the above listed commands, only those purchasing agents that perform duties in the fifty (U.S.) states are examined. (The vast majority of purchasing agents in the above listed commands are located in the fifty states.)

E. LIMITATIONS

This study has endured the common problem of limited resources in terms of time and funding. While such constraints exist, it is believed that sufficient investigation into the myriad of literary materials available concerning defense procurement (and more specifically, small purchase) has been affected. Additionally, it is felt that effective personal coordination has occurred with persons that perform the small purchase function, persons that supervise others in the performance of this function, and those that prescribe small purchase policy.

One of the primary instruments used to gather information presented in this study was a survey developed and administered by the researcher to U.S. Army purchasing agents in FORSCOM, TRADOC, and AVSCOM (henceforth referred to as the "Survey Sample"). The number of purchasing agents assigned to the study group (a total of 451 persons) jointly comprise

37% of the entire Army's purchasing agent workforce [1]. While this is a substantive portion of the Army's purchasing agent workforce, the reader must use caution when making generalizations with respect to the total U.S. Army purchasing agent population or to purchasing agents assigned to Commands not falling under the purview of this study.

F. ASSUMPTIONS

Throughout this study, it is assumed that the reader is familiar with the federal procurement process and has some knowledge of the characteristics and peculiarities of small purchase. It is further assumed that the reader is familiar with basic Army terminology and with defense procurement (acquisition and contracting) terminology.

G. RESEARCH METHODOLOGY

The information utilized throughout this study was derived from interviews with Headquarters personnel assigned to FORSCOM, TRADOC, AMC, and AVSCOM. Additionally, supervisors within various small purchase offices from FORSCOM, TRADOC, and AVSCOM were interviewed. A questionnaire was administered to U.S. Army purchasing agents identified in the survey sample. Coordination with elements outside the Department of the Army included Headquarters personnel in the Navy, Air Force, Defense Logistics Agency (DLA), Federal Acquisition Institute (FAI) and the Office of

Personnel Management (OPM). The literature utilized in this study was compiled from multiple sources, including current Federal and DoD regulations and supplementary directives, audit reports compiled by the General Accounting Office (GAO) and DoD Inspector General, research studies (e.g., President's Blue Ribbon Commission on Defense Management, Task Group Six, etc.), the Defense Logistics Studies Information Exchange (DLSIE), the Defense Technical Information Center (DTIC), previous theses, and a review of current publications and periodicals relevant to the area of defense procurement.

H. DEFINITIONS

1. Career Program

A comprehensive operating plan for administering a career field that includes workforce analysis, forecasting and planning, and the systematic selection, development, assessment, and utilization of employees [2].

2. Small Purchase

Small Purchase is defined by the Federal Acquisition Regulation (FAR) as an acquisition of supplies, nonpersonal services, and construction in the amount of \$25,000 or less [3].

3. Purchasing Agent

An employee who is involved in the purchase, rental, or lease of supplies, services, and equipment used in direct

support of operational requirements. The purchasing agent is classified under the General Schedule (GS) as a GS 1105.

4. Contract Specialist

The job title for a DoD civilian who conducts procurements for items totaling more than \$25,000. The Contract Specialist is classified under the General Schedule (GS) as a GS 1102.

5. Small Purchase Procedures

A simplified set of procurement methods, techniques, and/or procedures designed to reduce the administrative burden of relatively low dollar value purchases and to improve opportunities for small business and small disadvantaged business concerns to obtain a fair portion of Government contracts. In the context of this study the terms "small purchase procedures" and "simplified purchasing procedures" are synonymous with one another.

6. Formal Contracting Procedures

A highly structured and complex set of procurement methods, techniques and/or procedures (which must conform with published regulatory guidance, e.g., the Federal Acquisition Regulation, Agency supplements, etc.) designed to promote full and open competition to the maximum extent possible. Such procedures (among others) include the issuing of a Request for Proposal (RFP) and/or Invitation for Bid (IFB), Synopsizing a Solicitation in the Commerce Business Daily (CBD), and conducting Cost and Price Analysis (C&PA).

In the context of this study, the terms "formal contracting procedures" and "non-simplified purchasing procedures" are synonymous with one another.

7. Survey Sample

The collective segment of U.S. Army purchasing agents assigned to FORSCOM, TRADOC, and AVSCOM (a subelement of AMC) who were administered surveys to facilitate the collection of data pertinent to the preparation of this report.

I. ORGANIZATION OF STUDY

This thesis is organized in such a manner that the reader is provided a general background into the framework of small purchase and the workforce that performs this function. Deficiencies in efforts to professionalize purchasing agents in selected Army Major Commands are identified and examined. Recommendations to improve these revitalization efforts are presented and discussed.

Chapter II provides the necessary background to establish a general setting for the direction of this effort (i.e., the importance of enhancing the professionalism of the GS 1105 workforce.

Chapter III reviews the impact that recent studies (e.g. President's Blue Ribbon Commission on Defense Management, Task Group Six, etc.) have had in improving the professionalism of the purchasing agent workforce.

Chapter IV discusses ongoing Army and Federal Acquisition Institute (FAI) initiatives designed to enhance the GS 1105 workforce.

Chapter V presents the results of a survey administered to selected U.S. Army purchasing agents, intended to gauge how well selected commands within the Army are doing in this revitalization effort. An analysis of the data follows the presentation of survey results.

Chapter VI presents the researcher's recommendations of how to improve the career advancement and professional development opportunities for U.S. Army purchasing agents.

Chapter VII provides a summary of the research in addition to the researcher's conclusions and recommendations. A list of appendices, end notes and a general bibliography follows this chapter.

II. THE CALL TO PROFESSIONALIZE

A. INTRODUCTION

This chapter provides the necessary background illustrating the need to enhance the professionalism of the GS 1105 workforce. The researcher begins by highlighting the recent history of initiatives by DoD to enhance the professionalism of selected members within the defense acquisition workforce and the reasons for these undertakings. This discussion helps to establish the overall setting before next presenting the reasons for enhancing the professionalism of purchasing agents. Finally, a discussion of small purchase and an explanation of the procedures used to implement this function is provided.

B. BACKGROUND

In a Report to the Congress in 1970, the Comptroller General of the General Accounting Office (GAO) recognized the importance of improving the professionalism of DoD procurement personnel. This report reflected that the single most important ingredient to DoD procurement is the caliber of the people who do the work. The report further noted that a great deal of special knowledge, skill, and dedication are needed by DoD procurement personnel if the Nation's defense and public interest are to be well served. During the

timeframe the report was written, GAO explained that the DoD was purchasing tens of billions of dollars worth of weapons, support equipment, and services annually [4].

Additionally within the above referenced report, GAO provides a brief historical development of early DoD efforts to enhance the professional development of selected members of its defense acquisition cadre. The researcher now presents two excerpts of this report because it represents DoD's official recognition of the need to enhance the professional development of its acquisition workforce. While the following excerpts do not directly affect purchasing agents, per se, the move to professionalize some of their more technical counterparts (i.e., GS 1101, GS 1102, etc.) is viewed by the researcher as the foundation to DoD's efforts to enhance the professional development of its civilian acquisition workforce upon which improvements to the GS 1105 series can be based.

(1) The DoD initially focused attention on career development of its civilian employees through the issuance of DoD Instruction 1430.1, dated September 28, 1955. During the next ten years the Army and the Defense Supply Agency [later renamed the Defense Logistics Agency (DLA)] initiated several career programs for personnel in various functional areas, including procurement... (2) In January 1965, the Secretary of Defense [Robert S. McNamara] expressed his concern over the need to ensure that DoD's massive and complex procurement function -- the largest such task anywhere -- was being carried on by a qualified workforce on a continuing basis in the national interest. As a result, he commissioned a study group to review the procurement career field. In May 1965, the Secretary directed that the study group's recommendations be implemented. The study group recommended that the following four occupational classifications, representing approximately 50% of the

professional - managerial force, be included in a DoD wide procurement career program:

GS 1101 General Business and Industry

GS 1102 Contract and Procurement

GS 1103 Industrial Property

GS 1150 Industrial Specialist

The study group recommended that this career program include:

A recruiting system, to ensure an adequate intake of qualified personnel.

Mandatory training of employees at the entry, intermediate, and senior levels.

Mandatory appraisal and counseling of incumbents at least annually.

Mandatory use of a registration and referral system for filling management positions.

In August 1966, DoD Manual 1430.10-M-1 was published to provide detailed guidance on the implementation of the DoD wide Civilian Career Program for Procurement Personnel. [5]

The researcher additionally notes that the procurement area was the first functional area to establish a DoD-wide career program and which served as a model for the development of other DoD-wide career programs [6]. This point serves to further illustrate DoD's commitment to enhancing its more critical procurement occupational series (in terms of total dollars they collectively command).

Shortly after the development of the Civilian Career Program for Procurement Personnel (later renamed the Civilian Career Program for Contracting and Acquisition Personnel), as promulgated through DoD Manual 1430.10-M-1, an advisory body termed the Defense Procurement Management Board (later renamed the Defense Contracting and Acquisition Career Management Board (DC&ACMB) was established to advise DoD Principal Staff Assistants on matters pertaining to the

Civilian Career Program for Contracting and Acquisition Personnel. This Career Board (DC&ACMB) included senior contracting and acquisition managers and civilian personnel representatives from all the Services and the Defense Logistics Agency. As part of their Charter, the DC&ACMB provides recommendations as to the allocation of training resources with respect to the GS 1101, GS 1102, GS 1103 and GS 1150 occupational series among the member DoD agencies and/or schools and the evaluation and selection of training courses for these personnel [7].

In summary, the researcher has presented a brief historical perspective of the origin of the DoD-wide Civilian Career Program for Contracting and Acquisition Personnel and the DC&ACMB. They were developed subsequent to DoD's realization that such enhancements were essential for individuals entrusted to procure increasingly more complex and costly systems and equipment for the government. While this discussion does not cite the need to enhance the professionalism of purchasing agents, it does provide the "setting in motion" of efforts by DoD to enhance its acquisition workforce and additionally serves as a baseline of knowledge concerning civilian procurement career programs with which the researcher will make reference in the remainder of this study.

C. WHY ENHANCE THE PROFESSIONALISM OF PURCHASING AGENTS?

The first reason to enhance the professionalism of purchasing agents is because the existing occupational descriptors that characterize their profession need improvement. The researcher supports this premise by highlighting briefly the status of these descriptors. (The researcher notes that further discussion of these and other descriptors are provided in Chapter III.)

1. GS 1105 Job Classification Standard

This standard, developed by the Office of Personnel Management (OPM), describes the duties, by grade level for purchasing agents [8]. Last updated in 1969, this standard reflects the GS 1105 occupational series as "clerical" in nature. It does not reflect recent changes to the federal procurement process and, as a result does not accurately describe this function [9]. In contrast, the GS 1102 position has been designated as "administrative" by OPM. [10].

2. GS 1105 Qualification Standard

This standard, developed by OPM, covers the experience, education, and training for a purchasing agent [11]. Last updated in 1969, this standard does not require any college courses in order to be considered for appointment. A high school diploma is not even required. A written test of a clerical nature is administered to applicants entering the Federal Civil Service at grades GS-2

through GS-4 [12]. (Existing qualification standards for GS 1102 additionally require neither college nor a high school diploma [13].)

3. Recruitment and Selection Practices

Efforts to recruit quality personnel are severely hampered by this series' existing standards. Intake into these positions has been primarily from the ranks of clerical personnel (e.g., clerk typist, secretary, etc.) from both in and outside the government [14].

4. Grade Structure and Advancement Opportunities

The GS 1105 grade structure within all the DoD agencies (with minor variation) ranges from GS-4 thru GS-7 with supervisory positions at GS-8 and 9 [15]. Relative to the GS 1102 series which extends (with minor variation) from GS-5 thru GS-12 with supervisory positions at GS-13 thru GS-15 [16], the GS 1105 series is low grade intensive. As a result, promotion within this series is limited. If an individual desires to be promoted past grade GS-9, he or she must move into another occupational series that permits such advancement (e.g., GS 1102).

5. Training Opportunities

Before DoD Directive 5000.48 (which identifies experience, education, and training requirements for DoD acquisition personnel) was published in December 1986, the only required training course for purchasing agents was the Defense Small Purchase Course. This course has been

primarily available to DoD only through the correspondence mode [17]. With the implementation of this new directive, purchasing agents (remaining in this series) are now obliged to attend two additional training courses. In contrast to other occupational descriptors, purchasing agents are seeing some improvement to the training opportunities afforded them.

6. Career Program

GS 1105s do not fall under the purview of any DoD-wide career program. As such, this occupational series is not afforded any "additional monitoring" at the DoD level. Proponents against placing this series into an existing career program often refer to the GS 1105 series as a vocation and not as a profession, hence they feel this series should not be covered in a DoD-wide career program [18].

7. Work Environment

Due to the nature of their work, purchasing agents often process large volumes of relatively low dollar value (less than \$25,000) purchasing transactions. As a result, they are normally under great stress to produce. In relation to their contract specialist (GS 1102) counterparts (who process far fewer but more technical procurement transactions), purchasing agents are generally afforded less regard.

In summary, aside from recent improvements to the training opportunities for GS 1105s, the researcher has described an ill-conceived occupational series whose

existing standards and other job descriptors have helped to nurture a less than professional workforce entrusted to expend billions of U.S. taxpayers dollars annually in the procurement of government supplies and services. Recommendations on how to further improve the existing conditions (i.e., professionalism) of this workforce is the subject of later chapters. The intent of the previous discussion was to characterize the existing level of professionalism afforded to the purchasing agent occupation.

The second reason to enhance the professionalism of the purchasing agents is that the GS 1105 occupational series serves as significant input into the hiring pool for the contract specialist (GS 1102). If unsatisfactory standards permeate in the GS 1105 occupational series and then this workforce is permitted to assume more technical procurement responsibilities in the GS 1102 series without first grasping basic procurement concepts, the end result is a bad situation made worse.

The third reason supporting the need to professionalize the GS 1105 workforce is the total number of dollars they collectively command (i.e., expend). Small purchases (\$25,000 or less) totaled an excess of \$13 billion in FY 1986 and accounted for 98% of all DoD procurement actions. (Conversely, large purchases totaled an excess of \$145.7 billion and accounted for the remaining 2% of DoD's procurement actions. [19]) While the dollars available to

purchasing agents (\$13 billion) are only one eleventh the size afforded to contract specialists, public interest still requires they be expended wisely by a competent GS 1105 workforce. (The researcher notes that on occasion, GS 1102s process small purchase actions, however, such assignment is considered an anomaly.)

Finally, a fourth reason to enhance the professionalism of purchasing agents is attributed to the fact that some GS 1105s are utilizing formal procurement procedures (i.e., non-simplified contracting procedures) in the performance of their duties. The reader may ask how is it possible that a purchasing agent that operates in the small purchase arena would have the occasion to conduct such procurements. The researcher notes that while the FAR defines small purchase "as an acquisition of supplies, nonpersonal services and construction in the amount of \$25,000 or less," it should not be inferred that all such procurement transactions permit the use of simplified purchasing procedures as the term "small purchase" connotes. In the course of a procurement transaction, formal contracting procedures are utilized whenever (among other examples) a Request for Proposal (RFP) or an Invitation For Bid (IFB) is issued, a solicitation is synopsized in the Commerce Business Daily (CBD), or when Cost and Price Analysis (C&PA) is conducted. If a purchasing agent operating within the \$25,000 threshold conducts a procurement that requires any of the above procedures (i.e.,

issues an RFP or IFB, synthesizes a solicitation in the CBD, or conducts C&PA), it is generally understood that he or she is utilizing formal contracting procedures. If it is determined that a sufficient number of purchasing agents are conducting this more technical function (i.e., using formal contracting procedures), it would seem to support the need to professionalize this workforce. The extent in which purchasing agents are utilizing these more formal contracting procedures will be discussed in Chapter V when the researcher reports the results of a survey administered to the "survey sample".

D. SMALL PURCHASE AND ITS PROCEDURES

"The formal contracts section may be important and they may have more dollars to spend but watch what happens if your small purchase office doesn't get its contracts out on time - all heck breaks loose [20]." This quote was provided by the supervisor of the Purchasing Division (Small Purchase Office), Directorate of Contracts, Fort Ord, California. Many other supervisors the researcher interviewed similarly stressed the importance of their small purchase activities.

Small purchase traces its origin back to the Armed Services Procurement Act of 1947, which authorized Defense Agencies seventeen exceptions to formal advertising. One of these exceptions granted a waiver from the requirement to formally advertise small purchase transactions [21]. The

intent of this exception is to recognize the tradeoff between the administrative cost of placing orders for relatively small dollar value items and the costs of formally advertising such procurements. This act established a small purchase threshold of \$10,000 or less, however, it was raised to \$25,000 in December 1981 [22].

Small purchase procurements may range from simple, routine, or repetitive type purchases to sophisticated requirements for specialized services, research and development applications, special test equipment, construction, automated data processing equipment (ADPE), obsolete or specially manufactured components or parts or end use items.

While the FAR defines small purchase as an acquisition of supplies, nonpersonal services, and construction in the amount of \$25,000 or less, the more discernible feature of small purchase is the set of procedures utilized to affect such transactions.

One of the key aspects of small purchase (or simplified) procedures is that purchases of less than \$2,500 can be made without competition. The only requirement placed upon purchasing agents is that business be distributed equitably among suppliers, prices that are paid are deemed "fair and reasonable", and, if practicable, solicited from other than previous sources before making repeat orders [23]. For procurements that are anticipated to have a dollar value

greater than \$2,500 but less than or equal to \$25,000, the purchasing agent must solicit quotations from a reasonable number of sources (normally a minimum of three) to promote competition to the "maximum extent possible [24]." One requirement that impacts upon both of the previously described areas is that any acquisition of supplies or services that has an anticipated dollar value of \$25,000 or less must be reserved exclusively for small businesses [25].

Formerly, there was a requirement (within small purchase) to synopsise (i.e., make a statement giving a brief general overview [26]) in the Commerce Business Daily (CBD) for competitive solicitations greater than \$10,000 and less than or equal to \$25,000. Effective June 1986, however, DoD deleted this requirement from small purchase (i.e., the threshold to synopsise was elevated to include only those competitive solicitations exceeding \$25,000), so long as, there is a reasonable expectation that at least two sources will respond as responsive and responsible offerors, otherwise, the requirement to synopsise competitive solicitations remains as before (i.e., competitive solicitations exceeding \$10,000 must be synopsized [27].) The researcher's final point here is that if at least two responsive and responsible offerors are not anticipated then the purchasing agent must synopsise the competitive solicitation in the CBD, in which case, he or she is no

longer conducting simplified purchasing procedures but formal contracting procedures.

Small purchase procedures include the processing and issuance of a variety of instruments including orders under Blanket Purchase Agreements (BPAs), Purchase Orders, Imprest Fund transactions, and Delivery Orders. These four instruments are briefly highlighted.

1. Blanket Purchase Agreements

The blanket purchase agreement is a simplified method of filling repetitive requirements for goods and services by setting up "charge accounts" with various vendors who have been qualified and agree to conduct business under the terms specified in the BPA contract. Purchase transactions are generally executed orally, and the person placing the order need only contact the vendor, obtain a price quote and place the order [28]. Invoices are normally only prepared once a month. A significant advantage of establishing a BPA is that documentation requirements are minimal.

2. Purchase Orders

The purchase order is the primary instrument for purchasing agents for nearly all goods and services that are not within the purview of blanket purchase agreements or imprest funds. Additionally, the purchase order is used when the final price is not yet determined, the buyer wants to ensure that the vendor has a written record of what is being purchased, or there is a possibility of a change to the

order. An example of the use of a purchase order whose final price is not yet determined is an equipment repair. Such repairs normally require disassembly to determine nature and extent of repair before price can be determined. Finally, the purchase order is generally considered the safest of all small purchase instruments. [29]

3. Imprest Fund

Imprest funds provide for cash payment at the time of purchase for inexpensive goods or services, thereby eliminating administrative processing time and costs and ensuring prompt receipt of desired purchases [30].

4. Delivery Orders

Delivery orders allow purchasing agents to place orders against existing contracts established by the General Services Administration, (e.g., Federal Supply Schedules) and other contracting agencies or activities to satisfy purchasing requirements. Delivery orders are particularly useful to purchasing agents in that they provide a readily available supply of sources, prices and delivery terms against which an order may be placed. These orders are placed against contracts commonly referred to as indefinite-delivery contracts: definite-quantity contracts, requirements contracts, and indefinite-quantity contracts [31]. The appropriate choice of these contracts is governed by the amount of information known regarding times of delivery, and quantities required at the time the contract is awarded. The

advantages of using delivery orders is that they allow several purchasing offices to place orders against a single contract and thus take advantage of quantity discounts. Additionally, delivery orders provide savings to the government by permitting a minimum level of stock to be government owned and maintained, and a method of direct shipment to the user. Oftentimes such existing contracts permit purchases that exceed \$25,000. Since competition was likely affected at the level in which the contract was awarded, coupled with the fact that it is an approved source of supply, purchasing agents are normally authorized to place orders up to the stated dollar amount established for the particular contract. The procedures utilized to procure such purchases are properly categorized as simplified purchasing procedures.

E. SUMMARY

In this chapter the researcher discussed the origin of DoD's coordinated effort to enhance the professionalism of selected members of its acquisition workforce in view of the responsibilities entrusted to them. The purchasing agent was not selected to participate in these enhancements.

Next, the researcher provided four reasons why the professionalism of purchasing agents should be enhanced. They are (1) the existing occupational descriptors that characterize their profession need improvement, (2) the GS

1105 series provides significant input into the GS 1102 hiring pool, (3) collectively they annually expend billions of dollars entrusted to them and (4) some GS 1105s are using formal (i.e., non-simplified) contracting procedures in the performance of their duties.

Finally, a discussion of small purchase and its procedures were presented..

III. IMPROVING THE GS 1105 WORKFORCE:

A REVIEW OF RECENT STUDIES

A. INTRODUCTION

This chapter reviews recent studies conducted both at the Federal and DoD level which have impacted upon the professionalism of the defense acquisition workforce, and more specifically, the GS 1105. In this discussion, each of the studies will be briefly highlighted followed by an explanation of its significance as it relates to purchasing agents. Subsequent to the presentation of these studies, the researcher reviews their cumulative imprint upon professionalizing the GS 1105 workforce and suggests some further improvements. The studies to be presented are as follows: Proposal for a Uniform Federal Procurement System, Task Group Six, President's Blue Ribbon Commission on Defense Management, ACE and ACE II.

B. PROPOSAL FOR A UNIFORM FEDERAL PROCUREMENT SYSTEM

The first high level study devoted solely to Federal procurement was performed by the Congressional Commission on Government Procurement (COGP) in 1970-72 [32]. The cornerstone of the 149 specific recommendations made by the COGP was that an Office of Federal Procurement Policy (OFPP) be established to provide leadership in the development of

Government-wide procurement policy. In response to the COGP's recommendation, Congress enacted "The Office of Federal Procurement Policy Act" in 1974 which established the OFPP in the Office of Management and Budget (OMB). OFPP's initial charter, as provided by Congress, was to provide overall direction of procurement policies, regulations, procedures and forms of executive agencies. In 1979, Congress extended the life of the OFPP and gave it a mandate to develop a comprehensive approach to the Federal Government's system for procuring products and services. As such, it directed OFPP, as its first priority, to develop and propose a uniform, comprehensive, and innovative procurement system, without regard to current barriers or statutory requirements, for use by Federal Agencies. [33]

The Proposal for a Uniform Federal Procurement System (hereafter referred to as the Proposal) was formally presented by OFPP to the Congress in February 1982. Significant elements of this Proposal included: "A proposed management structure, ideas intended to simplify the government process, attention to increasing competition in federal procurement, and suggestions for professionalizing the [acquisition] work force [34]." With respect to suggestions to improve the acquisition work force, the Proposal recommended that higher standards be set for recruitment, training and qualification of procurement personnel. With regard to training, the Proposal recommended

procurement executives both develop agency-wide master plans for training procurement personnel and schedule sufficient resources to provide for full implementation. These plans would specify both the basic skills and competencies required by area of specialization and the formal training or alternative means for acquiring and demonstrating these skills and competencies. Additionally, the Proposal recommended that career management programs be developed agency-wide to increase the number of professionals with the skills, knowledge and attributes needed for procurement positions. [35]

Concerning GS 1105 series enhancements, the Proposal advocated the development of a special career path for small purchase buyers as part of an agency's procurement career management programs [36]. Further, the Proposal recommended that additional procurement responsibilities be afforded to superior small purchase buyers in an attempt to broaden their career opportunities [37].

In summary, the Proposal for a Uniform Federal Procurement System culminated an effort by the OFPP to develop a more simplified procurement system common to all Federal Agencies. Concerning the professionalizing of procurement personnel, the Proposal recommended the standards of this workforce be increased and that agencies develop career management programs for their procurement professionals. Finally, the Proposal briefly mentioned its

recommendation to provide a career path for the GS 1105 workforce. The researcher notes that this Proposal provided agencies little detailed guidance on how to implement its recommendations.

C. TASK GROUP SIX

Shortly after Congress received OFPP's Proposal for a Uniform Federal Procurement System, the President, on March 17, 1982, issued Executive Order 12352 entitled "Federal Procurement Reforms". This Order, the first such order to deal with procurement, was aimed directly at "enhancing effective and efficient spending of public funds..." It directed the heads of executive agencies to improve their management of procurement. [38] Additionally, the Order required completion and implementation of the new Federal Acquisition Regulation (FAR), development of personnel policies that would generate a professional procurement workforce, and confirmed the leadership role of the OFPP in both formulating procurement policy and directing overall reform activities [39]. Regarding the development of a more professional work force, the Order required agencies to "Establish career management programs, covering the full range of personnel management functions, that will result in a highly qualified, well managed professional procurement workforce [40]." Further, the Order prescribed the designation of a procurement executive with agency-wide

responsibility, among other tasks, to enhance career management of the procurement workforce [41]. To assist procurement executives with this responsibility, the administrator of the OFPP invited agencies to participate in a Career Management Task Group (i.e., Task Group Six) to develop "guidance on establishing procurement career management programs [42]."

Task Group Six (hereafter referred to as the Task Group) was formed, as previously mentioned, under the direction of the OFPP as a result of E.O. 12352. Comprised of specialists in procurement and other related areas from various federal agencies, the Task Group's mission was to pool available expertise and develop guidance for procurement executives on how to establish agency career management programs for their procurement personnel. In developing this "guidance" the Task Group both considered agencies existing career management programs and attendee input. The finished product of the Task Group was the development of a generic blueprint (i.e., model) career management program in which all federal agencies could pattern their individual career management programs after. This study included a review of essentially all areas relating to the management of procurement personnel. Topics covered included classification and qualification standards, recruitment and selection programs, training, grade structure, advancement opportunities, and management information systems (MIS). In the course of the

study, many unique and mutual problems were identified and suggested improvements were presented. [43]

The results of the Task Group were provided in two separate substantive reports. The first report, completed in May 1985, provides guidance on how to develop career management programs for procurement personnel. The second study, completed in May 1986, was generated because the Task Group felt it necessary to conduct an in-depth analysis of the GS 1105 and GS 1106 occupations (GS 1106 - procurement clerical and assistant series) as both of these occupations underwent significant changes in the last decade and as a result were not clearly understood.

In view of the scope of this thesis, the researcher will confine remaining remarks, concerning the Task Group reports, to the GS 1105 series. Further, in the interest of brevity, the researcher will jointly discuss comments which are often located separately in the two reports. The manner in which the researcher presents the following discussion will be to highlight previously identified topics (reviewed by the Task Group) in the order presented after a brief description of significant Task Group general findings.

1. General Findings

GS 1105s are long overdue recognition for their past accomplishments. The GS 1105 series should be viewed as a semiprofessional occupation. Recent changes in government procurement have increased the sophistication and complexity

of small purchase. Small purchase career management programs do not exist in the government but are currently under development. [44]

2. Classification and Qualification Standards

The Task Group felt both standards were outdated and needed revision to more clearly conform with duties and responsibilities currently being performed. Additionally, the Task Group explained that as a result of the new GS 1102 classification standard being published in January 1984, there were significant conflicts with the GS 1105 standard which have in effect, rendered the current GS 1105 standard obsolete. Further, the Task Group remarked that the classification standard needed to follow the Office of Personnel Management's (OPM) new Factor Evaluation System (FES) format. (As part of the study, the Task Group developed prototype classification standards that could be used by OPM to rewrite the standard in the new FES format.) Finally, the Task Group recommended that OPM explore the idea of elevating the designation of the GS 1105 series from clerical to technical. [45]

3. Recruitment and Selection Programs

The Task Group concluded that there were no systematic or agency wide recruitment programs in the Federal Government. They believed a systemic problem existed and was attributed to inaccurate classification and qualification standards and the fact that the GS 1105 occupation was

designated a clerical series. Once corrected, they felt higher quality recruitment and selection programs were possible. [46]

4. Training

The Task Group concluded that, in general, GS 1105s receive little or no procurement training. They noted that the only agencies to provide formal training in small purchase were DoD, GSA, and Health and Human Services (HHS). Additionally, they noted that the DoD primarily taught this course through correspondence. The Task Group noted that in some instances, most notably the Army, GS 1105s were afforded limited opportunities to attend formal contracting courses. While the Task Group noted that some agencies used small purchase training aids, manuals, checklists and/or instruction sheets, most agencies did not. The Task Group recommended the creation of agency-wide development plans for providing required training both through formal classroom and on the job training (OJT). Additionally, the Task Group recommended that GS 1105s receive at least 120 hours of formal classroom training and 120 hours of OJT during progression within the GS 1105 series through grade GS-7. (The Task Group developed a small purchase core curriculum for agency guidance and training. In addition, they suggested that the Federal Acquisition Institute (FAI), using the core curriculum as a base, develop a training program through its interagency small purchase career management committee for

small purchase personnel.) Finally, the Task Group recommended agencies establish procedures which provide for the certification of training accomplished by successful course completion, equivalency exam or authorized waiver process. [47]

5. Grade Structure

In their conduct of on-site interviews, the Task Group observed that the GS 1105 grade structure generally ranged from GS-5 thru GS-9. (They felt those graded at GS-4 were misclassified and should be elevated to GS-5.) They associated the following grades with their respective grade levels: GS-5 (entry level), GS-6 & GS-7 (journeyman) and GS-8 & GS-9 (supervisor). They further noted that GS 1105 personnel at the GS-8 or GS-9 grade levels normally had supervisory or team leader responsibilities, were delegated contracting officer authority, (i.e., possessed the ability to obligate government funds up to a stated threshold but not greater than \$25,000) and were processing the most complex small purchases within the activity. In their review of persons in GS-9 (non-supervisory) positions, the Task Group believed they were doing GS-9 (supervisory) level work. Accordingly, they indicated that GS-9 non-supervisory positions could be substantiated in the purchasing occupation. [48]

6. Advancement Opportunities

The Task Group reported that 60% of the internal hires into the GS 1102 series were derived from both the GS 1105 and GS 1106 series. Further, they reported that many GS 1105s (and GS 1106s), erroneously considered qualified at the GS-5 level, were permitted to "career bridge" (i.e., occupationally progress) from the GS 1105 to GS 1102 series without satisfying certain prerequisites. The Task Group believes that anyone may career bridge as long as they meet minimum qualification requirements (i.e., specified experience, education and training levels) established by the individual agency (e.g., DoD) and/or other supporting agencies (e.g., OPM). The Task Group recommended that agencies establish formal programs that support advancement opportunities within the GS 1105 series and career bridging opportunities for qualified purchasing agents. [49]

7. Management Information Systems (MIS)

The Task Group reported that the automated small purchase process offers distinct advantages, as well as cost savings in both time and money, for activities with a large volume of small dollar, repetitive type requirements, and should be reviewed and considered for implementation and use by agencies, as appropriate. The Task Group acknowledged DoD as the leader in this area and recommended that it (DoD) assist other agencies, where possible, in the preparation and implementation of such systems and processes. [50]

In summary, Task Group Six was assembled under the direction of OFPP in response to E.O. 12352 in order to develop baseline guidance on how to establish procurement career management programs with which to provide to agency procurement executives, so that they could in-turn, more properly develop individual agency procurement career management programs. Two separate reports were prepared as a result of the study. The first report was generally applicable to the entire procurement workforce and did include some discussion of small purchase. The second report was prepared in order to more fully investigate GS 1105 (and GS 1106) occupations. A discussion was presented by the researcher concerning the Task Group's significant findings and subsequent recommendations (where applicable) concerning the small purchase area. Topics in this presentation included the Task Group's general findings, classification and qualification standards, recruitment and selection programs, training, grade structure, advancement opportunities and management information systems. Finally, the researcher notes that several of the materials developed and presented in these reports included blueprint plans and policies which enabled procurement executives to simply "fill in the blanks" with agency specific information, thus greatly facilitating the task of assembling their procurement career management program.

D. PRESIDENT'S BLUE RIBBON COMMISSION ON DEFENSE MANAGEMENT

On July 15, 1985, President Reagan established a Blue Ribbon Commission on Defense Management (hereafter referred to as the Commission) to "study issues surrounding defense management and organization, and report its findings and recommendations [51]." Chaired by former Defense Secretary David Packard, the Commission was composed of persons with extensive experience and national reputations in commerce and industry as well as persons with broad experience in government and national defense. The purpose of the Commission was to identify and develop solutions for structural problems and to ease the stifling burdens of regulations, reporting and oversight. The Commission completed its study one year later and presented its final report to the President in June 1986. This report, which impacted upon virtually all areas of government procurement, provided recommendations concerning key aspects of national security planning and budgeting, military organization and command, acquisition organization and procedures, and government-industry accountability. On the basis of an interim report released by the Commission on February 28, 1986, the President's principal deputy press secretary remarked, "The recommendations of the Commission are among the most extensive reforms of the defense establishment since WW II [52]." In the remaining discussion, the researcher

will highlight the Commission's findings and recommendations concerning the defense acquisition workforce.

A primary finding of the Commission with respect to the defense acquisition workforce is that while recent steps have been taken to improve the professionalism of military acquisition personnel in the Services, the existing civilian personnel management system has not afforded similar improvements which enhance both their career paths and educational opportunities. The Commission recommended federal legislation be enacted establishing an alternate civilian personnel management system for such fields as science, engineering and contracting. This system, the Commission reported, would permit greater flexibility with respect to status, pay and qualifications of civilian employees.

A second substantive finding of the Commission in relation to the defense acquisition workforce is that there currently exists no business-related educational course requirements for civilian contract specialists (GS 1102s). The Commission cited OPM's "administrative" designation of this position as the reason for this dilemma. As a result, the Commission stated, only half have a college degree which may or may not be business-related. While not specifically recommending that OPM redesignate the contract specialist position as "professional", the Commission did recommend establishing, through federal regulation, a minimum education

and/or experience requirement for the GS 1102 series. Such a requirement, they felt, would be similar to that now established for the accounting or audit series, which currently mandates 24 semester hours in business-related courses or equivalent experience. (The researcher provides this discussion of recommended GS 1102 enhancements because they impact upon efforts to improve the status of purchasing agents. The researcher believes that unilateral attempts to enhance the GS 1105 series cannot occur without simultaneous improvements to the GS 1102 series. These comments are more fully explored in the last section of this chapter.)

Finally, the Commission recommended that DoD establish upward mobility (i.e., career bridging) programs for purchasing agents and procurement clerks [53].

In summary, the President's Blue Ribbon Commission on Defense Management was an effort to view defense management in its entirety (a systems approach) in order to identify structural problems and recommend ways to alleviate them. The Commission provided its finding and recommendations under four major headings: national security planning and budgeting, military organization and command, acquisition organization and procedures, and government-industry accountability. The researcher confined remarks to the Commission's discussion of acquisition organization and procedures, more specifically, the civilian defense acquisition workforce. Three Commission recommendations were

presented: (1) Through federal legislation, establish an alternate personnel management system for contracting (GS 1102) personnel that will enhance their career development and educational opportunities, (2) Through federal regulation, establish a minimum education and/or experience requirement for GS 1102s, and (3) DoD establish upward mobility programs for purchasing agents and procurement clerks.

E. ACE AND ACE II

As part of DoD's multi-pronged approach to promote a more professional acquisition workforce, a study was initiated in August 1985 by Deputy Secretary of Defense Taft to develop DoD-wide experience and training requirements for both military and civilian personnel engaged in government procurement [54]. This study, conducted under the sponsorship of the Defense Systems Management College (DSMC), involved representatives from all of the Services and the Defense Logistics Agency (DLA). Their final report, entitled Acquisition Enhancement (ACE), was completed in December 1985. In addition to developing DoD-wide experience and training requirements for 15 acquisition related job functions (including both the purchasing and contracting series), the ACE study: (1) drafted new DoD directives and instructions to implement the (increased) requirements, (2) recommended the establishment of a DoD University of

Acquisition Management (DUAM) and (3) recommended a follow-on study (ACE II) be conducted of DoD's acquisition training base. Following a brief discussion of ACE's proposed directive regarding GS 1105's and GS 1102's (which has since been implemented in December 1986 as DoD Directive 5000.48), the researcher will highlight the results of ACE II.

The experience and training requirements for (civilian) purchasing agents as developed by ACE and promulgated through DoD Directive 5000.48, are provided in Figure 3.1. In addition to prescribing experience and training requirements, the directive listed desired educational criteria for GS 1105s and other members of the defense acquisition workforce. As depicted in Figure 3.1, the directive recommends that purchasing agents have an associate's degree or 64 semester hours of undergraduate work. In contrast, the directive lists a baccalaureate degree as a requirement for the GS 1102. It is important to note however, that the DoD directive recognized the Office of Personnel Management (OPM) as the final authority for the establishment of minimum educational (qualification) standards. As previously reported, OPM does not currently require any type of college course work for the GS 1102 (or GS 1105). Mindful of this conflict, the DoD directive provided that so long as the educational requirements as described in the directive are in disagreement with OPM's minimum educational requirements, educational credentials will be treated as quality ranking

factors for identifying the best qualified candidate(s) for selection and/or promotion [55].

	Level I (GS 4/6)	Level II (GS 7/8)
Experience:	Fulfilled by an associate's degree or 2 years of responsible office or technical experience.	Five years of current and progressively responsible experience with at least one year at the GS-6 level or equivalent.
Training:	Defense Small Purchase and Defense Contract Administration or Management of Defense Acquisition Contracts (Basic)	Defense Cost and Price Analysis or Principles of Contract Pricing Management of Defense Acquisition Contracts (Advanced) or Advanced Contract Administration
Education:	Associate's degree or 64 semester hours of undergraduate work desired.	Same as Level I.

Figure 3.1 Experience, Training and Education Requirements for GS 1105s

In May 1986, DSMC was charged to conduct the follow-on ACE II study which was again supported by all the Services and the DLA. ACE II's charter was to conduct a review of DoD's acquisition training base, in consideration of the pending increase in acquisition training course requirements set forth in DoD Directive 5000.48, in order to determine the

magnitude of the course backlog and to provide solutions on how to accommodate this backlog, where possible.

Upon their review of DoD's training base, the ACE II study group determined that while significant resources within each of the Services and DLA are being applied to DoD acquisition training efforts, their cumulative effort falls short of providing Office of the Secretary of Defense (OSD) mandated training to members of the acquisition workforce. Their study further revealed that within the current framework of providing this training, an unmanageable backlog exists which will not cure itself over time. In order to resolve this situation, the ACE II study group recommended that a coordinated effort that crosses individual agency and service lines be vigorously pursued. Endorsing the recommendation of the initial ACE study, the ACE II study group similarly recommended establishing a Defense University of Acquisition Management (DUAM) to coordinate the use of all available resources within DoD to manage the reduction of the training backlog as well as to accommodate recurring training requirements with greater efficiency. [56]

DUAM, as discussed in the ACE II report, would be comprised of a consortium of selected DoD colleges, schools and education centers and have as an option (Phase II) to fully develop into a consolidated university. The president of DUAM would be a three star general/flag officer or civilian equivalent accountable to the Under Secretary of

Defense for Acquisition [USD(A)]. Additionally, the president and his/her staff would be initially co-located with DSMC at Fort Belvoir, Virginia and if Phase II is implemented, DUAM headquarters would be subsequently moved to the Washington D.C. area. Further, both the Defense Contracting & Acquisition and Defense Quality and Reliability Assurance Career Management Boards would act as advisory bodies. Finally, the Army would act as executive agent for DUAM for the duration it is co-located with DSMC. [57]

The ACE II study group did not believe that establishing DUAM alone would resolve the training backlog. In their review of DoD's current acquisition training course inventory, they discovered that it comprised an excess of 30 courses. In short, they believed that too few people were attending too many courses. Their primary recommendation to resolve this problem was to consolidate numerous existing training courses and to provide members of the defense acquisition workforce one training course in both the entry and intermediate levels (and senior level, where appropriate). They further recommended that such courses consist of competency based instruction. Competency based instruction, the study group explained, "strives to impart specific skills, knowledge, and abilities needed for the performance of identified job tasks, achieving specified standards of performance conducted under specified conditions [58]." (The study group noted that the present training

courses were generally not organized to teach tasks but to provide subject matter overviews.)

The ACE II study group additionally comprised a list of available "options" (i.e., secondary recommendations) that DoD could either selectively or collectively implement to help accommodate its training backlog. These developed options included:

1. Granting waivers to required training where appropriate (i.e., in situations where satisfactory knowledge is attained through OJT or some other appropriate vehicle).
2. Increasing current capacity without using additional resources (e.g., expand class size).
3. Relying on existing correspondence modes.
4. Offering additional classes per year.
5. Developing exportable training courses (e.g., video tapes, satellite communications and computer-based medias, etc.).
6. Using additional contract courses to augment the training base. [59]

With respect to the current status of training received by Army purchasing agents, ACE II reported that 77% who occupy Level I positions (GS 4 through 6), have completed their OSD-mandated training requirements. In contrast, only 49% of the Army's Level II (GS 7 and 8) purchasing agents have completed their training requirements. In view of the

85% DoD established training goal for the acquisition workforce [60], the Army is marginally delinquent with respect to its Level I purchasing agents but is severely delinquent with respect to its Level II purchasing agents. While the researcher does not question the authenticity of the percentages reported (i.e., 77% and 49%) indicating how many Army Level I and II purchasing agents have completed the OSD-mandated training requirements, it must be noted that these figures were based upon a survey conducted by the Army (for ACE II) and extrapolated to approximately the 90% confidence level. As to the other Services and the DLA, none were able to reasonably determine or credibly approximate the numbers of Level I or Level II purchasing agents which have completed OSD-mandated training requirements.

Lastly, the ACE II study group determined that there currently exists no DoD comprehensive management information system (MIS) capable of identifying and tracking the size, composition, or state of training of its acquisition workforce (military and civilian) in a timely fashion [61]. The study group reached this conclusion after experiencing serious difficulty obtaining acquisition training data from the Services and DLA with which to assess DoD's training base. As a result of the problems experienced by the ACE II study group in gathering this data, it recommended that a consolidated acquisition MIS be developed for both military and civilian acquisition personnel so that DoD could more

effectively manage its acquisition training shortfall. The researcher notes that all the Services and the DLA are developing their own MIS. Further, the Defense Manpower Data Center, Monterey, CA, has been designated the DoD agency to collect acquisition training data from the above agencies enabling DoD to more effectively manage its acquisition training shortfall.

In summary, the ACE study was conducted to formulate DoD-wide experience and training requirements for the acquisition workforce. Such requirements for GS 1105s and GS 1102s were developed and promulgated through DoD Directive 5000.48. In addition to identifying experience and training requirements, the directive enumerated educational criteria for these two occupations. It listed an associate's degree (or 64 semester hours of undergraduate work) as desired for purchasing agents and a baccalaureate degree as required for contract specialists. Be that as it may, the directive recognized OPM as the final authority for determining minimum educational (qualification) standards. Other recommendations by ACE included the establishment of a Defense University for Acquisition Management (DUAM) and that a review be conducted of DoD's acquisition training base.

The ACE II study group evaluated DoD's acquisition training base and determined that the existing training course backlog was too large to accommodate given the current system of providing OSD-mandated training. Endorsing ACE's

recommendation, ACE II believed that establishing a consolidated university (i.e., DUAM) to centrally manage DoD's acquisition instructional resources was necessary in order to resolve the training backlog. Additionally, ACE II recommended that instead of trying to maintain too large an inventory of training courses for its acquisition workforce, DoD should consolidate these courses and provide one training course to procurement personnel in both their entry and intermediate levels (and senior level, where appropriate). Further, ACE II developed "options" which if implemented could help to reduce the backlog. With respect to the current status of purchasing agent training, the Army estimated that 77% of Level I and 49% of Level II GS 1105s have completed the training requirements set forth in DoD Directive 5000.48. Finally, ACE II recommended that in order to better allocate DoD's acquisition training resources, a consolidated MIS should be established so that its training shortfall can be more readily determined. (The researcher notes that the Assistant Secretary of Defense for Acquisition and Logistics released a memorandum to the Services and the DLA in March 1987 indicating the results of ACE II were far reaching and needed further staffing, however, the memorandum did endorse the use of selected "options" developed by ACE II in reducing the training backlog [62].)

F. A CUMULATIVE LOOK AT HOW THESE STUDIES HAVE IMPACTED UPON PROFESSIONALIZING THE GS 1105 WORKFORCE

In this chapter the researcher has provided a chronological review of recent studies that have been conducted at the Federal and DoD level to professionalize the defense acquisition workforce. Within this discussion the researcher focused remarks toward efforts to improve the GS 1105 occupational series. In view of the collective effort these studies represent, a significant amount of work has been done in a period spanning less than four years. It should be noted that the products of these studies were primarily in the form of recommendations developed to assist agencies (i.e., procurement executives) improve their respective acquisition and GS 1105 workforce. One recommendation mentioned in several of the studies and which is perhaps the most important is the raising of the qualification standard by OPM for purchasing agents. The researcher notes that while DoD Directive 5000.48 (which lists an associate's degree as desired for purchasing agents) is a step in the right direction, it does not go far enough. The directive and OPM's qualification standard should not only require an associate's degree but also a minimum number of hours of business-related college courses. Acknowledging the fact that procurement training conducted either on the job or at a DoD school is important, the researcher believes that they do not generally prepare students to formulate and

solve problems analytically. It is hypothesized that business and other college courses normally offer such analytic training. The researcher additionally believes that once such educational requirements are part of the GS 1105 qualification standards, other occupational descriptors, e.g., recruitment and advancement opportunities will also be enhanced. Finally, the researcher suggests that individual efforts to improve the GS 1105 workforce cannot be accomplished without concurrent improvements to the contract specialist and other comparable series. Therefore, the researcher recommends that OPM prescribe educational requirements for GS 1102s which parallel those already established in DoD Directive 5000.48. This directive, as the reader will recall, lists a baccalaureate degree with 24 hours of business-related courses as required for contract specialists.

IV. ONGOING ARMY AND FEDERAL ACQUISITION INSTITUTE (FAI) INITIATIVES

A. INTRODUCTION

"Until DoD Directive 5000.48 [dated December 1986] came along, little emphasis was placed upon training or other enhancements to the GS 1105 series...before then, no real standard existed upon which improvements could be made [63]." This remark was provided to the researcher by Mr. Jerry Wolf, the assistant senior functional representative for Department of the Army military and civilian acquisition and contracting personnel. The researcher concurs with Mr. Wolf's remark and further suggests that his opinion may be additionally shared by other DoD agencies.

As a result of the publication of DoD Directive 5000.48 and the implementation of other recommendations reached by various study groups (discussed in the previous chapter), the Army, the other Services and DLA are beginning to make some headway in their efforts to improve the defense acquisition and GS 1105 workforce. This chapter is a presentation of some of the Army and Federal Acquisition Institute (FAI) enhancements. Recent Army training and other improvements will be discussed initially, followed an explanation of ongoing efforts by the FAI to develop competency based procurement instructional materials.

B. ARMY IMPROVEMENTS

The Army Material Command (AMC), one of the Army's major commands, is assigned the mission of procuring defense systems, equipment and spare parts for the Army. In view of this mission, it has been delegated responsibility for the operation of Army's principal "schoolhouse" for defense acquisition and logistics instruction. This institution, the Army Logistic Management Center (ALMC) located at Fort Lee, Virginia conducts both resident and off-campus education programs for all the Services, the DLA, other DoD activities, and non-DoD agencies. With respect to acquisition education programs, ALMC currently provides (among others) the following four resident training courses:

Management of Defense Acquisition
Contracts Course (Basic) [MDACC (Basic)]

Management of Defense Acquisition
Contracts Course (Advanced) [MDACC (Advanced)]

Defense Contracting
for Information Resources Course (DCIRC)

Cost Accounting Standards Workshop (CASW)

As part of ALMC's off-campus acquisition education programs, the Defense Small Purchase Course is currently available through correspondence only. Additionally, the MDACC (Basic) is available in the correspondence mode from ALMC [64]. As the reader will recall from Figure 3.1 (listed in the previous chapter), DoD Directive 5000.48 now requires Level I

purchasing agents to satisfactorily complete the Defense Small Purchase Course and either the MDACC (Basic) or the Defense Contract Administration Course. To help meet the requirements of this directive, ALMC has recently initiated various programs to enhance existing GS 1105 training opportunities. A discussion of these programs is next provided by the researcher.

Sensing an increasing demand upon its limited instructional resources, AMC implemented innovative and productivity enhancing plans in January 1985 to use state of the art technology to transmit, through electronic means, selected training courses from broadcast facilities at ALMC to receive sites located throughout the country. This system, called the Satellite Education Network (SATNET), uses two electronic means to present instruction: the (AT&T) electronic conference board and live television via satellite. A compilation of selected background SATNET statistics is provided at Figure 4.1.

In its short history (January 1985 to the present) SATNET has graduated in excess of 5000 students from all the Services (less the Air Force which has elected not to participate in this program) and the DLA. Analysis of resident and SATNET students test scores thus far has revealed that no significant difference exists between these two modes of instruction. With respect to cost savings, ALMC reports that SATNET provides training to students, on the

average, at one fourth the cost of resident training (approximate training costs: resident-\$2,000, SATNET-\$500). As of January 15, 1987, those activities receiving SATNET include AMC's major subordinate commands [less its Laboratory Command (LABCOM)], and two Naval Supply Centers: Norfolk, VA and San Diego, CA. Those projected to receive SATNET in the near future include six DLA activities, 14 (Army) FORSCOM AND 8 TRADOC installation contracting offices [65]. A complete list of current and projected SATNET sites is provided at Appendix A and B, respectively.

	JAN 85	End of FY 85	End of FY 86	FY 87*	FY 88*
No. transmit sites	1	1	1	1	4
No. receive sites	11	22	28	30	71
No. graduated	-	1,642	3,170	4,600	-
Cost avoidance (in thousands)	-	\$2,463	\$4,755	\$6,900	-

* - Listed values are anticipated.

Figure 4.1 Background SATNET Statistics

Of the four resident ALMC courses previously mentioned, MDACC (Basic) is currently offered through SATNET. A typical classroom day for an MDACC (Basic) student is six hours in length with three hours of instruction using an electronic conference board (ECB) and three hours of live television instruction. The electronic conference board (one ECB is located at all sites) is transmitted through use of a two-way audio system for voice communication and a live two-way data

system which transmits and displays graphics at all participating sites. Graphics originating at any site are seen on television monitors at all sites involved in the course. Sites are connected via telephone lines and a telephonic bridge occurs when the remote locations dial an 800 number at ALMC. (The researcher notes that the graphics training currently provided by the electronic conference board will be replaced in CY 1987 with the Optel Telewriter II Personal Computer.) With respect to the live television broadcast, the receive sites can only view the ALMC instructors, however, the two-way audio communications system permits interaction with ALMC and all participating receive sites. With regard to conditions that promote manageable interaction, SATNET normally teaches (at any one time) a maximum of five to seven sites (an audience that collectively ranges from 150 to 250 students). According to ALMC, imposing this constraint permits manageable interaction and does not degrade the quality of instruction. Further, SATNET courses are only taught to remote sites (no resident students) in order to ensure total attention is afforded to students in remote site classrooms. [66]

Since SATNET's inception in January 1985, the leadership at ALMC and the Army have investigated other possible training opportunities using this teleconferencing system. While they considered the existing (ALMC) correspondence mode of the Defense Small Purchase Course (DSPC) to be

satisfactory (and one that will be continued), they believed that the DSPC was well suited for SATNET and would additionally serve as an improvement over the correspondence mode of instruction. As a result, AMC through the Office of Personnel Management (OPM), Office of Training Development, contracted with Allen Corporation of America to develop both lesson plans and supporting course materials for presentation of DSPC (Basic) on SATNET [67]. These broadcasts are scheduled to begin in FY 1988. A minimum of four course offerings are currently scheduled during this time period. With respect to the projected configuration of this course, it will be two weeks in length but will only provide instruction for four hours each day. During each day's instruction there will be three hours of live television broadcast and one hour of graphics training on personal computers [68]. The researcher notes that DoD Directive 5000.48 does not currently reflect the existence of two distinct DSP courses (i.e., Basic and Advanced). ALMC, however, is currently proposing a modification to this directive through the DC&ACMB to reflect this change. The DSPC (Advanced) is still in development form but ALMC's current plans are that it will be conducted through SATNET [69].

The final training opportunity enhancement presented by the researcher is the recent (ALMC and Army sponsored) negotiation and award of a contract (on behalf of DoD) in

June 1987 to Management Concepts, Inc. to provide instruction in both the MDACC Basic and Advanced courses to any DoD agency that requests it. Such instruction will be conducted at the requesting activity's location and the costs of this instruction must be borne by the requesting activity. [70] In view of both the Army's and DoD's collective procurement training effort, this initiative should additionally help reduce existing purchasing agent and other procurement series training course backlog.

In 1986, the Army initiated a program to enhance procurement activities at FORSCOM and TRADOC installation contracting offices. This effort, termed Prototype Installation Contracting, involves four installation contracting offices (two in FORSCOM: Ft. Bragg, NC and Ft. Stewart, GA and two in TRADOC: Ft. Benning, GA and Fort Lee, VA). During the first phase of this initiative, these offices received additional monies to improve existing facilities, upgrade selected positions and hire additional personnel (based upon historical workload data). The second (ongoing) phase includes the "identification of ways to better conduct the procurement function" in these offices. In the third and last phase, any identified improvements will be reviewed, validated and exported to other installation contracting offices. This study is projected to be completed in late 1988. [71] The researcher notes that while this effort does not singularly enhance the purchasing agent but

all concerned procurement series, it does appear that the completed and pending improvements will favorably impact the GS 1105. The researcher further notes that due to AMC's different procurement function [except for the Depot Systems Command (DESCOM)] as compared to FORSCOM AND TRADOC, the results of this study will not apply to AMC. This initiative applies to DESCOM because its organizational structure and procurement needs mirror those in FORSCOM and TRADOC installation contracting offices [72].

Another ongoing Army installation contracting office initiative is the development of "workload staffing standards" (i.e., multivariable regression equations) which when inputted with individual workcenter data will provide corresponding manning level estimates. Separate equations are being formulated because of the various types of individual workcenters located within the installation contracting office (e.g., formal contracts branch, contract administration branch, small purchase branch, etc.). The independent variables used in these equations are those that "describe" the type and quantity of work performed in these workcenters. Solving such equations yield manning level estimates (the dependent variable). FORSCOM has been designated the lead command to conduct this study which is currently scheduled to be completed by September 1987. [73] The development of such an equation for the small purchase branch (or office) should enhance the working conditions of

purchasing agents. As the reader will recall, the researcher earlier reported that normally too few GS 1105s handle too many small purchase actions. Such an equation should help to bring the number of purchasing agent positions on line with the actual quantity of work performed.

With regard to the acquisition of management information systems (MIS) which automate the procurement function; AMC, FORSCOM, and TRADOC are currently implementing plans to replace antiquated MIS with new mission specific MIS systems. AMC (less DESCOM) is receiving the Integrated Paperless System (IPS). DESCOM and FORSCOM are receiving the Standard Army Automated Contracting System (SAACONS) [74]. TRADOC, whose contracting mission parallels FORSCOM and DESCOM, procured on its own, the Interim TRADOC Automated Acquisition System (ITAAS) before the SAACONS initiative was affected [75]. Because of the significant expenditure TRADOC has endured in procuring ITAAS, the Army intends to "tweak" this MIS to see if it can be made to work together with SAACONS before additional monies are spent procuring SAACONS for TRADOC [76]. With respect to the capabilities of the three previously mentioned MIS systems, all will incorporate enhancements which facilitate the small purchase buying process. (The researcher notes that the Army installation contracting offices participating in the Prototype Installation Contracting program have been designated to be

among the first to go on-line with their respective MIS system.)

Finally, in an effort to develop and implement an Army-wide MIS that will track procurement training received by DA civilians (including GS 1105s), Mr. Wolf (the assistant senior Army procurement representative) is currently negotiating with the Defense Training Performance Data Center, Orlando, Florida, to provide such support [77].

In summary, the Army has compiled a substantive inventory of recent initiatives that are designed to enhance the quality of its (and other DoD agencies) acquisition and GS 1105 workforce. The majority of these advancements have been efforts to improve the training opportunities for procurement personnel. Examples of such improvements include the development of the SATNET (teleconference) program which currently provides one of the required Level I purchasing agent training courses [MDACC (Basic)] and will soon provide another, the DSPC. Additionally, on behalf of all of DoD, the Army recently negotiated a contract with Management Concepts, Inc. to teach the MDACC Basic and Advanced Courses on an as requested basis at the requesting activities location. Other Army initiatives include the Prototype Installation Contracting program where four "beefed up" installation contracting offices will attempt to find ways to better conduct their procurement operations. If such methods are found they will be implemented at other Army installation

contracting offices. Another initiative briefly highlighted is the pending development of "workload staffing standards". These standards (i.e., mathematical equations) will help to determine the proper staffing levels of procurement personnel (including GS 1105s) at Army installation contracting offices. With respect to automating the procurement (and small purchase) process; AMC, FORSCOM, and TRADOC are currently procuring state of the art MIS systems. Finally, the Army is currently negotiating with the Defense Training performance Data Center in Orlando, Florida to develop an MIS that will track the status of DA civilian procurement training.

C. FEDERAL ACQUISITION INSTITUTE (FAI) TRAINING ENHANCEMENTS

As the reader will recall from earlier discussions in the previous chapter, several of the study groups recommended that competency based procurement training programs be formulated and implemented. This section is a presentation of current efforts to develop such programs for the Federal procurement and GS 1105 workforce. Since this initiative impacted all Federal agencies having procurement responsibilities, it was spearheaded by OFPP's research affiliate, the Federal Acquisition Institute (FAI), whose mission is to conduct and coordinate government-wide research projects which improve the overall procurement processes and professional stature of the acquisition work force [78]. The

origins of this effort can be traced back to 1979 when the FAI surveyed more than 20,000 Federal employees [primarily contract specialists, purchasing agents and industrial specialists (GS 1150)] to collect data on 1480 (previously assembled) tasks performed by personnel in contract management and related fields. Following the administration of this questionnaire, the relative priority and time spent conducting the surveyed tasks were determined. Such analysis permitted the identification of the more important tasks within particular procurement fields and which were common to the Federal acquisition workforce. During the period 1980-1985, the FAI worked with the Office of Personnel Management (OPM) to further refine selected training tasks. In the Fall of 1985, the Administrator of General Services directed the FAI to develop a procurement curriculum for delivery by the GSA Training Center. To support this effort, an interagency advisory committee was established and met in early 1986 to approve a plan for developing the curriculum. The plan called for the development of a complete set of blueprints for training Competencies and tasks. To develop these blueprints, the FAI assembled a full-time interagency working group of procurement and instructional design specialists from all the Services, the DLA and various non-DoD agencies. As a result of this effort, the FAI has recently developed and published interim training blueprints for the contract

specialist (GS 1102), comprising 51 Competencies and 158 tasks. [79]

Concurrent with efforts to assemble Competencies, tasks and training blueprints for the contract specialist, the FAI (through an appropriate working group) additionally assembled small purchase Competencies and tasks. As a result of this endeavor, 38 Competencies and 96 tasks were identified. The training blueprints are currently pending development. It is interesting to note that of the 38 small purchase Competencies, 37 of them correspond to related contract specialist Competencies. The researcher further notes that much of work involved in identifying small purchase Competencies and tasks can be traced back to the survey conducted by the FAI in 1979, which attempted to identify both the critical and commonly used tasks by various Federal procurement series. [80]

In general terms, the researcher describes training blueprints as the nuts and bolts of competency (training by objective) based instruction. Within these blueprints, tasks, specified conditions, and standards of performance are extensively outlined for each identified Competency. These materials (i.e., training blueprints) are written for all persons who design and deliver procurement training (including first line supervisors). The FAI notes that the training blueprints are not substitutes for textbooks. They additionally note that the blueprints cover only core skills

and additional training may be necessary on an as needed basis. [81]

The impact of small purchase competency based instruction should enhance efforts to properly prepare GS 1105s to conduct their small purchase function. In light of the existing time constraints placed upon purchasing agents (and their supervisors), implementing such instructional methods should enhance the quality of small purchase training and in comparison to previous training methods should additionally require less time to conduct it.

As an addendum, the researcher notes that the small purchase Competencies and tasks developed by the FAI have been provided to the Allen Corporation, the contractor selected to prepare the Defense Small Purchase Course for broadcast on SATNET [82].

In summary, the FAI embarked upon a journey some ten years ago to improve the way the Federal Government trains its procurement personnel. This appreciable undertaking has resulted in the development of competency (training by objective) based instruction. This method of instruction assists trainers to better prepare procurement employees perform their more commonly assigned and critical tasks. The heart of this effort are the training blueprints. The FAI, through an interagency working group, recently published such blueprints for the contract specialist. Efforts to develop small purchase training blueprints are underway, however,

their respective Competencies and tasks have already been identified and disseminated. Providing competency based instruction to personnel involved in small purchase should result in higher quality training conducted in a more efficient manner.

V. RESULTS OF A SURVEY ADMINISTERED TO SELECTED
U.S. ARMY PURCHASING AGENTS

A. INTRODUCTION

This chapter is intended to collectively measure how well selected Army commands are doing in their efforts to enhance the professionalism of the GS 1105 workforce. Following a discussion of pertinent information regarding both the breadth and missions of the survey sample, and the preparation and administration of the survey, the researcher will present the results of the survey. In the final section of this chapter, the researcher will provide an analysis of the survey data.

In the early developmental stage of this thesis study, the researcher initially planned to confine the scope of this effort to FORSCOM and TRADOC. However, in coordination with Mr. Wolf, assistant senior Army procurement representative, it was decided that the scope of this study would be broadened to include one of AMC's major subordinate commands due to the difference in AMC's procurement mission (and tasks conducted by their GS 1105s) as compared to both FORSCOM and TRADOC. In liaison with Mr. Wolf, the AMC major subordinate command selected to participate in this study (and to be administered the researcher's survey) was the Aviation Systems Command (AVSCOM). As the reader will recall, the

mission of AMC is to procure defense systems, equipment and spare parts for the Army. Appropriately, AVSCOM's mission is to affect such acquisitions that are aviation related. Conversely, FORSCOM and TRADOC, while their general missions differ (as separate entities), their procurement requirements are similar. Such requirements are accommodated by a designated contracting activity (i.e., installation contracting office) at each of the FORSCOM and TRADOC military installations. Their mission is to procure supplies, services and construction in support of an installation's permanently and temporarily assigned units (or organizations) and supporting activities. In addition, many FORSCOM and TRADOC installation contracting offices provide contractual support for designated reserve centers and units (including ROTC), and recruiting stations.

Concerning the preparation of the survey, questions were developed on the basis of interviews with various purchasing agent supervisors and after a thorough review of procurement and small purchase literature. Once drafted, the survey was critiqued by the researcher's two thesis advisors, and pretested by selected (U.S. Army) Fort Ord, CA and Fort Lee, VA purchasing agents. After incorporating appropriate changes, the survey was further reviewed by Mr. Jerry Wolf at HQs DA and by Mr. Michael Miller of the FAI [83]. Substantive improvements to the survey were provided by both gentlemen and were additionally incorporated into the final

version of the survey. In its final configuration, the survey comprised a list of 101 questions, all of which required the respondent to either fill in a blank or select an appropriate response. A copy of the survey and accompanying cover letter is provided at Appendix C.

With respect to the administration of the survey (conducted in April and May 1987), a total of 375 surveys were sent to purchasing agents (that met the researcher's eligibility criteria) at 36 separate locations: 19 FORSCOM and 16 TRADOC installation contracting offices, and the Aviation Systems Command in St. Louis, MO. (These eligibility criteria required survey respondents to both work in a purchasing agent's duty position and have at least six month's experience in this position.) A listing of small purchase offices participating in the survey and the number of surveys sent to each office is provided at Appendix D. In view of the then assigned 416 purchasing agents in FORSCOM, TRADOC and AVSCOM (excluding GS-8s and above), the researcher forwarded surveys to approximately 90% of the GS 1105 population base working within these three commands. (The remaining 10% primarily included those purchasing agents who did not meet the researcher's eligibility criteria.) Of the 375 surveys sent out, 92 were completed and mailed back to the researcher for a return rate of approximately 25 percent.

Selected (summary) statistics concerning the administration of the survey are provided at Figure 5.1.

	No. surveys sent	No. surveys returned	Percentage (%) returned
FORSCOM	198	44	22
TRADOC	152	39	26
AVSCOM	25	9	36
TOTAL	375	92	25

Figure 5.1 Selected Survey Administration Statistics

The researcher notes that while the overall return rate was only 25 percent, the total number of small purchase offices participating in the survey exceeded 75 percent (28 out of 36). As such, the researcher believes that the existing survey data will permit a fair characterization of current efforts to improve the GS 1105 workforce (assigned in these three commands).

Concerning the manner of presentation of the survey data, the researcher provides the following two comments. The first is that answers to respondents questions are organized and discussed under the following categories:

1. Recruiting and selection program
2. Selected background data
3. Current position (GS 1105) and procurement experience
4. College education achievements
5. Professionalism issues
6. Career advancement opportunities

7. Duties and responsibilities
8. Training
9. Organizational structure and climate
10. Organizational rewards and personal motivation factors
11. Review and recommendations for the future.

The second remark relates to the researcher's use of the commercially available computer software program MICROSOFT CHART [84] to graphically illustrate results to some of the questions formulated as statements of opinion. Questions of this type required the respondent to indicate whether he/she strongly agreed, mildly agreed, was neutral, mildly disagreed, or strongly disagreed with such statements (e.g., see question 18, Appendix C). To facilitate presentation of respondents answers to the reader, however, the researcher has elected to report such data using only the following three choices: agree, neutral and disagree. The first two responses (strongly agree and mildly agree) are collectively reported as agree responses; likewise, the last two responses (mildly disagree and strongly disagree) are jointly reported as disagree responses. Neutral responses as reported by respondents have not been modified in any way. (A complete listing of respondents exact answers to the (44) survey questions formulated as statements of opinion is provided at Appendix E. Additionally, the researcher notes that he used

the commercially available computer software program MICROSTAT to tally this data [85].)

Finally, as the purpose of the administration of the survey was to view wholly the status of efforts (within the survey sample) to enhance the professionalism of purchasing agents and not to single out any particular command, data will only be provided in summary form. An exception is made when the researcher contrasts the duties and responsibilities of purchasing agents in FORSCOM and TRADOC in relation to AVSCOM. Such comparison is conducted for the purpose of determining the extent of "formal contracting" procedures utilized in both groupings.

B. SURVEY RESULTS

1. Recruiting and selection program

The following is a discussion of the manner in which the survey sample acquired their current position. In general, the survey data revealed that most purchasing agents are recruited locally from "in house" sources usually after having attained some experience in a clerical or related field. Supporting survey data is next provided.

The majority of purchasing agents within the survey sample (approximately 70%) indicated that immediately prior to becoming a purchasing agent they were in some way affiliated with DoD procurement. Of these purchasing agents (i.e., approximately 70% of the survey sample), half reported

being a procurement clerk or assistant (GS 1106) and the other half reported occupying such positions that include the following: contract specialist, clerk typist and supply clerk. Concerning the manner of entry of these purchasing agents (i.e., approximately 70% of the survey sample) into Federal civil service, one third reported beginning as a procurement clerk or assistant (GS 1106). Another one third reported starting as a clerk typist. The remaining one third indicated that their Federal civil service careers originated from a wide variety of GS positions.

With regard to how respondents found out about their current position, 40 percent reported that they learned of the job opening through their local civilian personnel office. An additional 30 percent indicated that they learned of the opening through internal office vacancies. The remaining 30 percent explained that they found out about their current position through a variety of means including word of mouth, employment agencies, mandatory reassignments, etc.. Of all the respondents, only one indicated that she was recruited from college.

2. Selected background data

The following is a discussion of selected background statistics concerning the survey sample. The specific statistics covered include sex distribution, grade breakout and whether respondents were sole providers of income or if their current (GS 1105) position was a second income.

Overall, the survey data revealed that the majority of respondents are female and are either in the grade of GS-5 or 6. Concerning whether respondents were sole providers of income or if their current position was a second income, respondents were equally divided. Supporting data is next provided.

With respect to the sex distribution of the survey sample, it is 77% female and 23% male. The researcher notes that the sex distribution Army-wide portrays a similar picture. These figures indicate that it is 81% female and 19% male [86].

In regard to the grade breakout of the survey sample, nearly three quarters reported they were either in the grade of GS-5 or GS-6 (31% and 42%, respectively). The remaining 27% reported being in either the grade of GS-4 or GS-7. (The researcher notes that the Army-wide grade breakout for GS 1105s being in either the grade of GS-5 or GS-6 is approximately 68% [87].)

In reference to whether respondents were sole providers of income or if their current position was a second income, half of the respondents reported the former and the other half reported the latter. Further, half of those who reported that their job was a second income (i.e., 25% of the survey sample) additionally explained that their spouse worked in some capacity with the Federal Government.

3. Current position (GS 1105) and procurement experience

The following is a description of the amount of experience the survey sample has had in their current position and in the more general field of procurement. Upon review, the survey data reflect that respondents have a "fair" amount of experience both on the job and in the more general area of procurement. Supporting data is next provided.

In regard to the length of time respondents have been in their current position, a little more than half (approximately 52%) reported more than 3 years experience, 31% indicated they have been purchasing agents for a period of between one and three years and the remaining 17% explained that they have been in their current jobs from between six months to one year.

Pertaining to the amount of experience respondents have had in the general field of procurement, the majority (approximately 57%) reported having more than five years experience. Twenty five percent (25%) indicated that they had from between 3 to 5 years general procurement experience, and the remaining 18% related they had less than 3 years experience.

4. College education achievements

The following is a discussion of the extent in which respondents are college educated. The survey data indicate a mixed review. While two thirds reported having some college

background, only one third reported having a college degree. Supporting and other data is next provided.

In regard to whether respondents had any college background, two thirds reported that they did, while the remaining one third related that they did not. Of those reporting some college credentials, one half (i.e., 33% of the survey sample) stated that they had a four year degree. The other half (or one third of the survey sample) generally reported having two years or less college experience. Of those respondents who reported having a college degree, nearly half (approximately 43%) stated that it was business-related.

With respect to whether respondents were currently enrolled in any college courses, only 25% responded affirmatively. Of those who reported being currently enrolled, most explained they were taking business-related courses.

5. Professionalism issues

The following is a presentation of how the survey sample responded to questions (most of which were formulated as statements of opinion) that relate to the extent of professionalism accorded both the purchasing agent professional and occupation. The researcher notes that while a definition of professionalism was not specifically provided to respondents, he does believe, however, that the (applicable) survey questions embodied the important elements

of this definition with which to use as a frame of reference. Upon review of the survey data, respondents generally characterize themselves and their occupation as professional. Supporting data is next provided. The researcher notes that Figures 5.2 and 5.3 graphically illustrate the results of many of the questions discussed in this section.

An overwhelming majority of respondents (84%) viewed the purchasing series (GS 1105) as a professional occupational series, while 11% disagreed and the remaining 5% were neutral. Concerning whether others in the defense procurement community viewed respondents as professionals; 57% agreed, twenty four percent (24%) disagreed and the remaining 19% were neutral.

Questions used to gather survey data presented in this paragraph were developed by the researcher upon the review of an article written by Browning and Zabriskie entitled "Professionalism in Purchasing: A Status Report [88]." In this article the authors attempt to measure the extent to which professionalism is developed in the purchasing occupation (within the private sector) on the basis of four criteria. The researcher formulated four questions (i.e., statements of opinion) based on these criteria. The researcher now presents these questions and respondents answers. (This survey data is graphically illustrated in Figure 5.2.) The first question (first of four criteria) that respondents were asked is whether an

initial preparation process (e.g., schooling and training) exists to insure competent performance. The majority agreed (58%), twenty eight (28%) disagreed and the remaining 14% were neutral. The second question (second of four criteria) that respondents were asked is whether self improvement of practice skills is both encouraged and conducted through continuing education. The majority agreed (69%), nineteen percent (19%) disagreed and the remaining 12% were neutral. The third question (third of four criteria) that respondents were asked is whether there is devotion to service (to both the organization and the more general field of purchasing). The majority agreed (71%), eighteen percent (18%) were neutral and the remaining 11% disagreed. The fourth question (last of four criteria) that respondents were asked is whether there is an adherence to an ethical code of conduct. An overwhelming majority agreed (82%), eleven percent (11%) were neutral and the remaining 7% disagreed.

Concerning whether respondents were knowledgeable of their organization's goals and objectives (as they relate to small purchase), an overwhelming majority (82%) agreed, eleven percent (11%) were neutral and the remaining 7% disagreed.

When respondents were asked if they regularly read, during their off duty time, small purchase and other procurement literature not specifically required by their current duties in an attempt to stay on top of the latest

PROFESSIONALISM

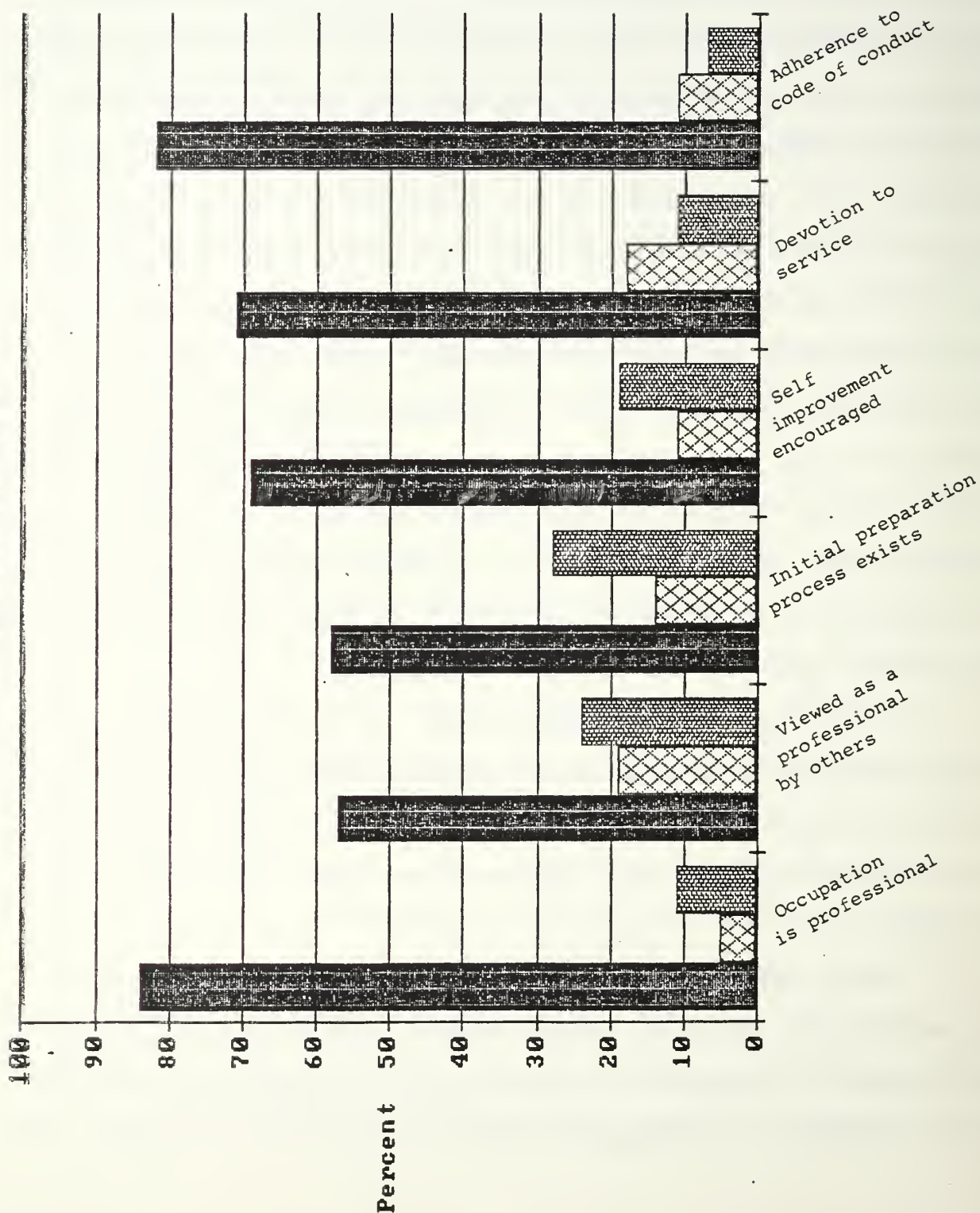


Figure 5.2

procurement issues; nearly half agreed (47%) and the other half were split between those who disagreed (27%) and those who were neutral (26%).

Pertaining to whether respondents would submit to a compulsory basic skills exam if one should be developed (assuming such an instrument would help to professionalize the GS 1105 workforce); more than three quarters agreed (76%), fourteen percent (14%) were neutral and the remaining 10% disagreed.

In reference to whether respondents felt it important to establish their credibility in the purchasing field by successfully passing the Certified Purchasing Manager's (CPM) exam or some equivalent, as soon as practicable; the majority agreed (67%), eighteen percent (18%) were neutral and the remaining 15% disagreed.

Concerning whether respondents were members of any professional organizations, only 2% related that they were. The names of the organizations these (two) respondents listed themselves as participants included the National Contract Management Association (NCMA), and the National Institute for Governmental Purchasing (NIGP). When respondents were asked if membership in professional organizations enhances their professionalism; most were neutral (41%), thirty seven percent (37%) agreed and the remaining 22% disagreed.

PROFESSIONALISM

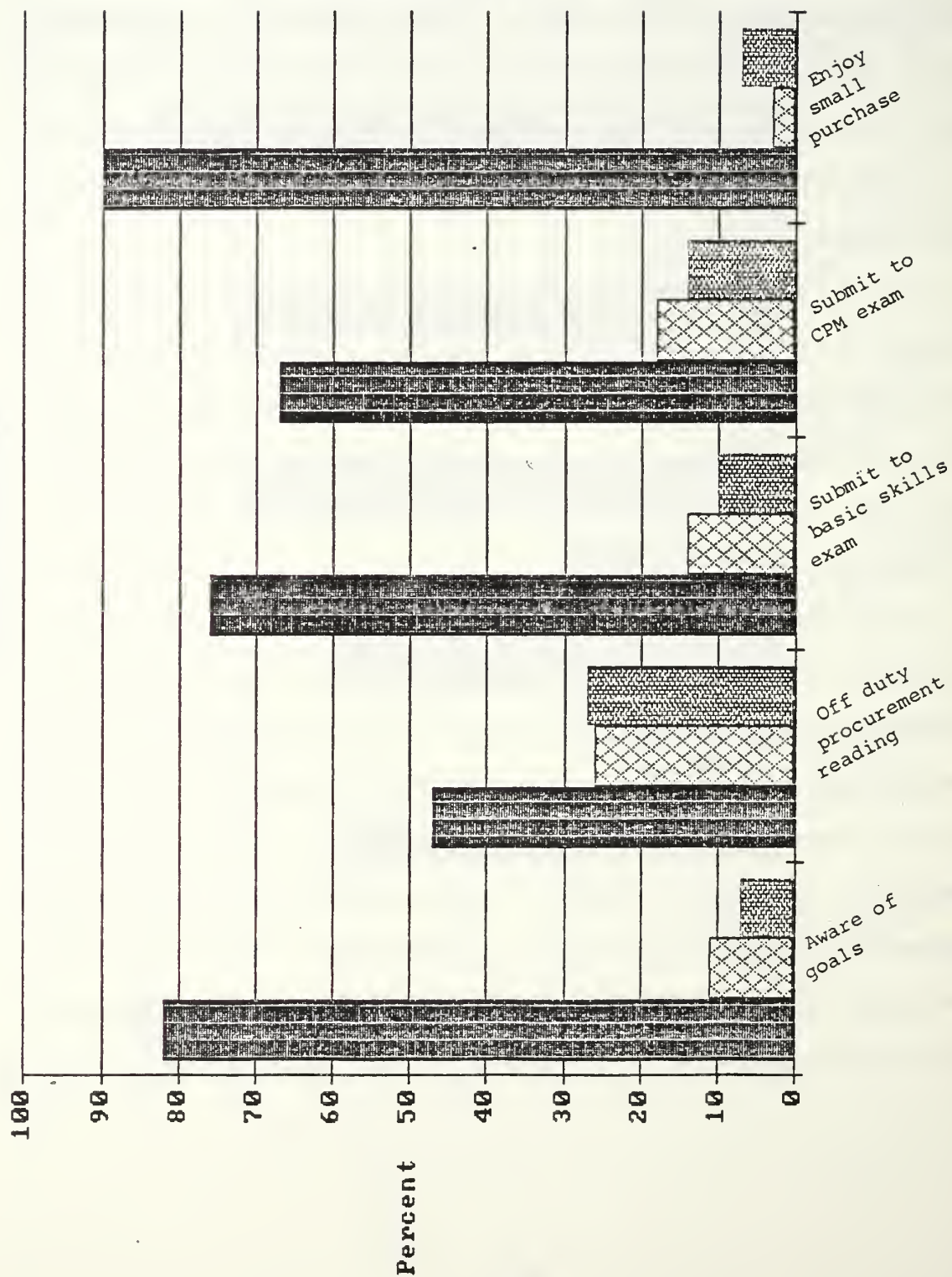


Figure 5.3

In regard to whether respondents enjoy small purchase procurement; an overwhelming majority agreed (90%), seven percent (7%) disagreed and the remaining 3% were neutral.

6. Career advancement opportunities

The following is a discussion of how the survey sample responded to questions that pertain to their ability to progress satisfactorily within the GS 1105 series and whether a career bridging program (which permits occupational progression from the GS 1105 to the GS 1102 series) has been instituted at their organization. For the most part, respondents report that there is insufficient room to satisfactorily progress within the GS 1105 series and that career bridging programs have not been established at their organization. Supporting survey data is next provided.

The majority of respondents (56%) indicated that the existing GS 1105 grade ceiling in their organization was GS-7. Twenty three percent (23%) reported a GS 1105 grade ceiling of GS-9. The remaining 21% of respondents reported various ceilings which ranged from GS-6 through GS-12. In view of their respective grade ceilings, the majority of respondents (86%) believed there was insufficient room to satisfactorily progress within the GS 1105 series. When these respondents were asked why they believed there was insufficient room to progress, most reported that there were not enough higher graded slots authorized. Some believed that their promotions were slower than normal and a few

stated that there was insufficient room to progress due to the practice of favoritism in their office. When respondents were asked if they would remain in the GS 1105 series if the existing grade ceiling in their office was raised, 86% indicated that they would. Further, when respondents were asked what the GS 1105 grade ceiling should be if it was raised, one third reported that it should be GS-9, another one third reported that it should be GS-11 and the remaining one third recommended grade ceilings which ranged from GS-7 to GS-13.

In regard to whether career bridging programs have been instituted at the respondent's organization, the majority (69%) reported that such programs do not currently exist. Of those respondents who reported that a career bridging program does exist (i.e., 31% of the survey sample), only half stated that it had sufficient structure which permitted objective and reasonably competitive selection (i.e., formal entry requirements, a defined training period and formal evaluation prior to award of GS 1102 series). Additionally, of those respondents who indicated that their organizations have instituted a career bridging program, half reported that they are currently pursuing this opportunity.

7. Duties and responsibilities

The following is a discussion of the types of purchases and contracting procedures utilized to affect such purchases in FORSCOM, TRADOC, and AVSCOM. Upon review of the

survey data (as interpreted by the researcher), most respondents (88%) within FORSCOM and TRADOC reported processing purchases that fall within the parameters of small purchase or simplified purchasing. In contrast, 7 of the 9 AVSCOM respondents (77%) reported processing transactions which fall into the realm of formal contracting or non-simplified purchasing. Supporting discussion is next provided.

As previously noted, the preponderance of FORSCOM and TRADOC respondents (88%) reported using simplified purchasing procedures to process their purchase requirements. A description of these requirements (i.e., supplies and services) as procured by these respondents is next provided. With respect to supply requirements, these respondents reported procuring the following "off the shelf" items: repair parts (low volume buys); office supplies; office equipment (e.g., typewriters, photo copying machines, and some ADPE, etc.); furniture; major appliances; construction equipment and materials; electrical and plumbing materials; medical equipment, supplies and materials; recreational services equipment; and subscriptions. With respect to service requirements, these respondents reported procuring the following: custodial services, engine/vehicle repairs, grounds maintenance, heating and air conditioning systems maintenance, and refuse removal (e.g. garbage dumpster rental). In regard to the type of contractual instruments

utilized to procure the previously mentioned supply and service requirements, these respondents reported using imprest funds, purchase orders, delivery orders under existing contracts and blanket purchase agreements. As an addendum, the researcher notes that while many of these respondents reported that they process contract modifications, and some reported they conduct terminations actions, it is the opinion of the researcher that unless extraordinary circumstances exist, such modifications or terminations are part of the simplified purchasing process.

Concerning those respondents in FORSCOM and TRADOC (12%) who reported that they utilize formal contracting procedures in the conduct of their procurements, most attributed the use of such procedures for special ADPE and accompanying software acquisitions (and licensing issues), construction projects (e.g., renovations) and unique service related contracts. The formal contracting procedures utilized as reported by these respondents included preparing and processing request for proposals (RFPs) and invitation for bids (IFBs), and conducting both cost and price analysis (C&PA) and formal contract negotiations. Of these respondents, half had been delegated contracting officer authority to sign contracts. The other half prepared contracts for others signatures.

Pertaining to AVSCOM's purchasing requirements, all respondents indicated they procure spares (in large

quantities) for helicopters and other aircraft. While some reported using purchase orders, request for quotations, and delivery orders under basic ordering agreements (BOAs) to acquire existing parts already in the supply system (i.e., using simplified purchasing procedures), 7 of the 9 respondents reported using formal contracting procedures (similar to those described in the previous paragraph) to procure newly developed parts or to establish additional sources of existing parts. Of these 7 respondents, one had been delegated contracting officer authority, the other 6 processed formal contracting transactions for others signatures.

8. Training

The following is a discussion of the status of training within the survey sample. In general, while attendance at OSD-mandated training courses is generally lacking [except the Defense Small Purchase Course (DSPC)], the area more in need of immediate attention is that training which is conducted within the small purchase office. Supporting discussion is next provided.

Concerning mandatory training courses as prescribed in DoD Directive 5000.48; all respondents, except one, reported that they have successfully completed the DSPC. In consideration of the Level I purchasing agent training requirements as prescribed in the directive however, only 68% reported that they have completed the DSPC and either the

Management of Defense Acquisition Contracts Course (Basic) or the Defense Contract Administration Course. The reader will recall that ACE II reported that 77% of Army Level I purchasing agents have completed their OSD-mandated training requirements.

When respondents were asked how often formal classroom training is conducted within their small purchase office, an overwhelming majority (82%) reported that it occurred on an infrequent basis, sixteen percent (16%) stated that it occurred on an as-required basis, and the remaining 2% related that it occurred often. Concerning whether the quality of such conducted formal classroom training was acceptable, half of the respondents disagreed (49%), thirty six percent (36%) were neutral and the remaining 15% agreed.

When respondents were asked what was most effective type of procurement training they have had; one third (33%) reported that it was on the job training (OJT); 13% reported that it was the DSPC; and the remaining 54% reported various types of instructional methods which included individual research, AMC's SATNET program, and FORSCOM and TRADOC's joint (one week long) small purchase workshop. Aside from the statistic that one third of the respondents reported that OJT was the most effective procurement training, when the survey sample was asked how often informal OJT was conducted within their small purchase office, the majority (66%) reported that it occurred infrequently, twenty five percent

(25%) reported that it was conducted on an as-required basis and the remaining 9% reported that it occurred often.

With regard to whether refresher small purchase and other procurement related training occur on a periodic basis, the majority (58%) disagreed, and the remaining 42% were equally divided between those who were neutral (21%) and those who agreed (21%).

Finally, when respondents were asked whether job rotation occurs within their organization as frequently as possible, approximately half of the respondents disagreed (51%), twenty seven percent (27%) were neutral and the remaining 22% agreed.

9. Organizational structure and climate

The following is a discussion of how the survey sample evaluated their supervisors efforts to promote a more professional working environment for their purchasing agents. Upon review of the survey data, respondents generally rate management (with some exception) as being below average in their attempts to enhance the conditions of the respondents working environment. Supporting discussion is next provided. The researcher notes that Figures 5.4 and 5.5 graphically illustrate the results of many of the questions discussed in this section.

When respondents were asked how work was assigned in their office, the majority (55%) reported that it was allocated by commodity, ten percent (10%) reported that it

was by level of difficulty and the remaining 35% reported that it was assigned by various means including: by grouping of customers (e.g., designated military units), by dollar amount, and by (cumulative) purchasing agent workload. Regarding whether respondents felt their respective means of assigning work best reflected their office's small purchase mission, the majority agreed (51%), thirty two percent (32%) were neutral and the remaining 17% disagreed.

Concerning whether respondents believed that management actively seeks to acquire the most recent guidance and other literature concerning small purchase, half of the survey sample agreed (50%), thirty percent (30%) disagreed and the remaining 20% were neutral.

Pertaining to whether respondents believed that management interprets and summarizes small purchase guidance, and makes it readily accessible to them; about half (47%) agreed, thirty three percent (33%) disagreed and the remaining 20% were neutral.

In reference to whether respondents believed there was a well maintained purchasing library in their office, almost half (47%) disagreed, thirty four percent (34%) agreed and the remaining 19% were neutral.

In respect to whether respondents believed that their office subscribed to professional journals, approximately half (46%) disagreed, thirty percent (30%) were neutral and the remaining 24% agreed.

Regarding whether respondents believed that there was a standing operating procedure (SOP) in their office that they could refer to which described their organization's small purchase policies and procedures, about half (49%) agreed, thirty four percent (34%) disagreed and the remaining 17% were neutral.

Concerning whether respondents believed their small purchase office receives an adequate share of available clerical support resources, the majority (52%) disagreed, twenty six percent (26%) agreed and the remaining 22% were neutral.

With regard to whether respondents believed that the layout and upkeep of their small purchase office promoted a professional working environment, almost half (45%) disagreed, thirty five percent (35%) agreed and the remaining 20% were neutral.

As to whether respondents believed their suggestions are solicited by their supervisors and incorporated into decisions that affect small purchase and other related activities, a little more than a third (35%) of the respondents were neutral, thirty five percent (35%) disagreed and the remaining 30% agreed.

In reference to whether respondents believed that a forum existed within their office that permitted the discussion and resolution of unsolved problems concerning small purchase, the majority (62%) believed that such a

ORGANIZATIONAL STRUCTURE & CLIMATE

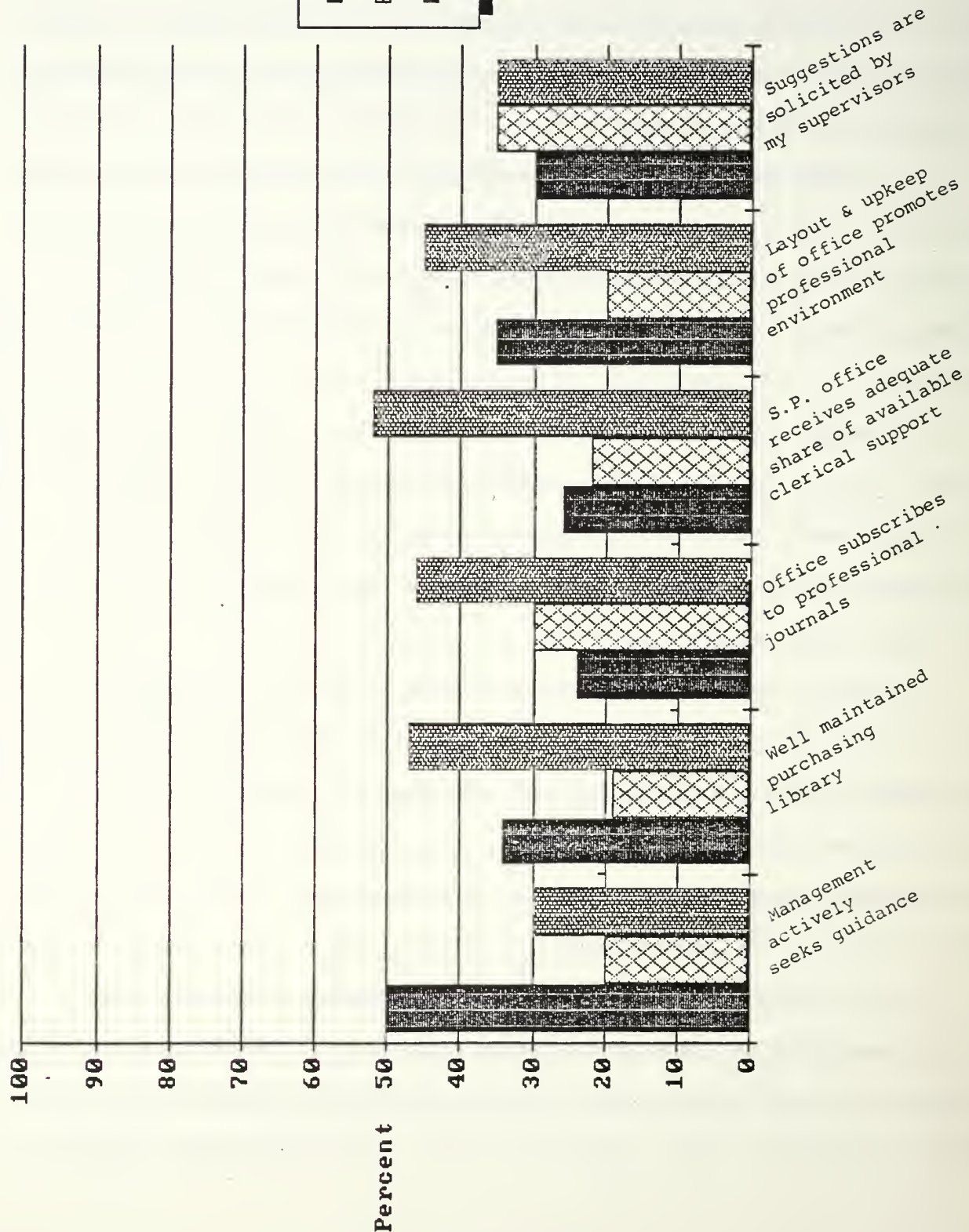


Figure 5.4

forum did not exist while the remaining 38% felt that such a forum did in fact exist.

In respect to whether respondents believed their office polled their customers (i.e., requisitioners) either formally or informally concerning customer impressions of their work, the majority (56%) disagreed, twenty eight percent (28%) were neutral and the remaining 16% agreed.

Regarding the percentages of respondents that listed each of six selected organizational goals as one of their three most important, the following (prioritized) listing is provided (refer to survey question 85, Appendix C):

- o Reduce procurement administrative lead time (PALT)...78%
- o Increase the percentage of contracts competed.....59%
- o Increase the total number of contracts processed.....59%
- o Increase the quality of contracts processed.....57%
- o Increase workforce motivation.....37%
- o Achieve socioeconomic goals.....14%

When respondents were asked whether they believe that both the authority and responsibility afforded them in their current position was satisfactory, almost half (45%) agreed, thirty percent (30%) disagreed and the remaining 25% were neutral.

Pertaining to whether respondents believed that mechanisms were in place that permit evaluation of supervisory effectiveness in a constructive and non-personal

manner, the majority disagreed (56%), thirty three percent (33%) were neutral and the remaining 11% agreed.

As to whether respondents believed they had a reasonable workload, the majority disagreed (56%), thirty three (33%) agreed and the remaining 11% were neutral.

In regard to whether respondents believed they are afforded some consideration (e.g., flexible work schedule) in order to further their education in small purchase and other procurement related courses of instruction (including college), most disagreed 40%, thirty three percent (33%) agreed and the remaining 27% were neutral.

When respondents were asked if the morale within their small purchase office was good, a significant majority disagreed (70%), nineteen percent (19%) agreed and the remaining 11% were neutral.

With respect to whether respondents believed they were evaluated on the basis of achievement of their organization's goals and objectives, most were neutral (37%), thirty four percent (34%) agreed, and the remaining 29% disagreed.

Finally, pertaining to whether respondents believed they were afforded due recognition for superior performance in a timely manner, almost half disagreed (46%), twenty eight percent (28%) agreed and the remaining 26% were neutral.

ORGANIZATIONAL STRUCTURE & CLIMATE

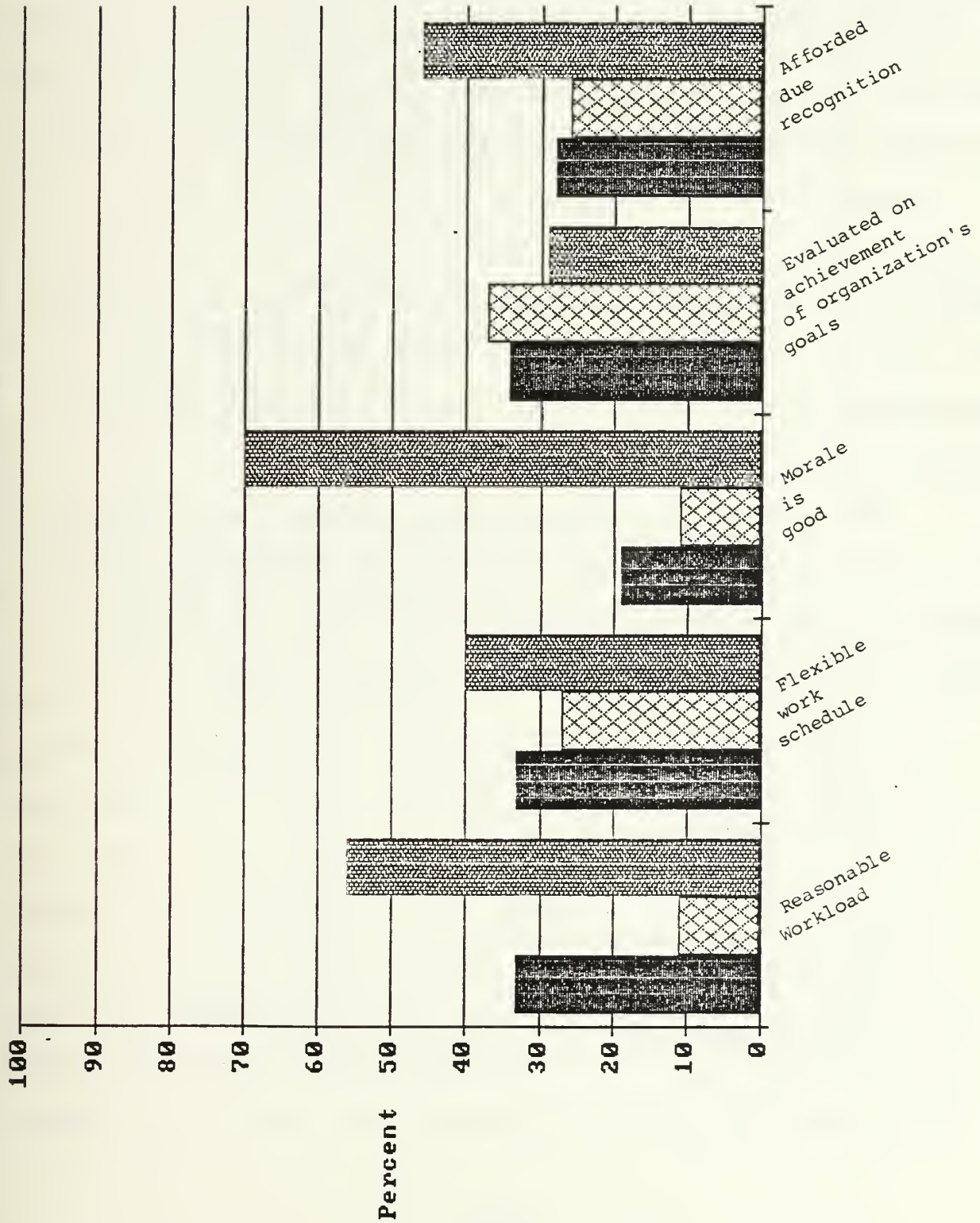


Figure 5.5

10. Organizational rewards and personal motivating factors

(The reader is requested to refer to survey questions 93 and 94, Appendix C.) The following discussion attempts to quantify the importance respondents place upon nine selected organizational rewards and nine selected personal motivating factors. Of the nine organizational rewards; promotions, pay increases and training opportunities were selected most often by respondents to be among their 3 most important organizational rewards. Of the nine personal motivating factors; pay and benefits, challenge of the job, and getting the "best" for the U.S. were most often selected by respondents to be among their 3 most important motivating factors. Supporting data is next provided.

With respect to organizational rewards, the following is a prioritized description of the nine rewards and their respective percentage of respondents that listed each of these rewards as among their three most important:

- o Promotions.....72%
- o Pay increases.....47%
- o Training opportunities.....36%
- o Cash awards.....34%
- o Ability to work independently.....33%
- o Good working conditions.....24%
- o Formal recognition.....20%

- o Verbal recognition.....14%
- o Choice job assignments.....8%

Regarding personal motivating factors, the following is a prioritized description of the nine factors and their respective percentage of respondents that listed each of these factors as among their three most important:

- o Pay and benefits.....64%
- o Challenge of the job.....61%
- o Getting the "best" for the U.S.54%
- o Service to my country.....33%
- o Good relations with co-workers.....22%
- o Training opportunities.....21%
- o Interaction with interesting people...17%
- o Prestige.....14%
- o Opportunity to be creative.....11%

11. Review and recommendations for the future

The following is a discussion of how the survey sample responded to summary (or review) type questions concerning ongoing and some further (researcher suggested) improvements to the GS 1105 series. In general, respondents were not too enthusiastic about management's current timetable in implementing improvements to this workforce. Regarding how the survey sample felt about the researcher's suggested improvements to their workforce, due to the misinterpretation of the particular survey questions (refer to questions 98 thru 100, Appendix C), the researcher was

unable to determine a specific course of action recommended by respondents. Supporting discussion is next provided. Survey data is graphically illustrated in Figure 5.6.

Concerning whether respondents believed that management (within their office) was "on track" with efforts to enhance the professionalism of the purchasing series, most disagreed (42%), thirty three percent (33%) agreed and the remaining 25% were neutral.

As to how respondents felt about the researcher's suggested improvements to the purchasing series, most respondents desired such further enhancements (i.e., GS 1105 series placed into a career program or consolidated with the GS 1102 series), however, as Figure 5.6 illustrates, most respondents wanted to be both placed into a career program AND incorporated into a consolidated GS 1102 series. Apparently, respondents were not cognizant of the researcher's attempt to solicit either a career program or consolidated series reply (but not both) from respondents based upon the type of contracting procedures they utilize. (The researcher had hoped the sentence preceding the three survey questions (98 thru 100) would adequately forewarn respondents to take special care in answering these three questions, however, such warning proved insufficient in view of the survey data.) Since the data generated on the basis of these three questions are inconclusive, no further discussion will be provided.

IN SUMMARY

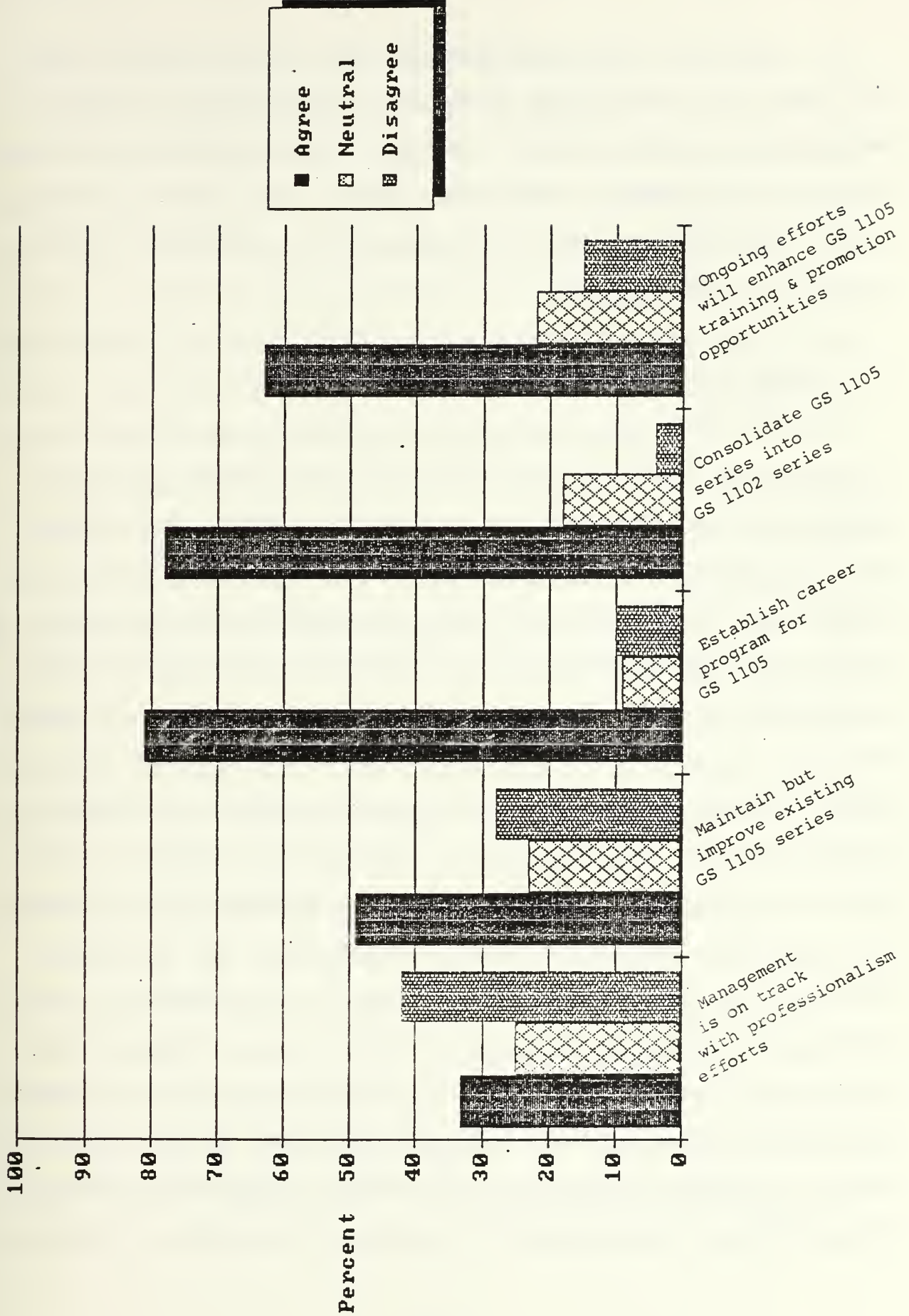


Figure 5.6

Finally, when respondents were asked whether they felt that the training and promotional opportunities would be improved as a result of the ongoing efforts to revitalize the defense procurement community, almost two thirds agreed (63%), twenty two percent (22%) were neutral and the remaining 15% disagreed.

C. ANALYSIS OF THE SURVEY RESULTS

Within this section the researcher attempts to collectively characterize the status of current efforts to enhance the GS 1105 workforce in FORSCOM, TRADOC, and AVSCOM. This characterization is purposely broad in nature and is based upon the results of the survey data. The researcher notes that some analysis of the survey data has already been presented to the reader. Following the listing of each category, e.g., recruiting and selection program, the researcher summarized the survey results before individually presenting them to the reader. These mini-summaries were provided in order to facilitate comprehension of the "nuts and bolts" of the survey data. In regard to the content of this analysis and the manner in which it is presented, this discussion covers most of the topics (i.e., categories) previously discussed, however it is generally less structured than the previous section. In the opinion of the researcher, efforts to improve the GS 1105 workforce in FORSCOM, TRADOC, and AVSCOM have been marginal to date. To be fair, however,

it may be too soon to tell whether ongoing initiatives (as discussed in Chapters III and IV) to enhance this workforce have had any significant effect. Finally, the researcher suggests that real improvements to the GS 1105 workforce may only come about with the raising of existing GS 1105 job classification and qualification standards. Such improvements, as the reader will recall, are affected by OPM and are beyond the control of FORSCOM, TRADOC and AVSCOM. An analysis of the survey results is next provided.

With respect to recruiting and selection, the composition of the GS 1105 workforce generally reflects (for obvious reasons) the existing job classification and qualification standards. As such, most are recruited locally (not by command referral) and have only a clerical background. Because of the occupation's existing low grade and pay structure, persons with a more professional background (e.g., who possess a four year college degree) are difficult to recruit. As the reader will recall, only one of the respondents reported that she was recruited from college.

Regarding how respondents answered questions concerning general professionalism issues (refer to Figure 5.2), most viewed themselves and their occupation as professional. However, when respondents were asked to describe current individual efforts to improve themselves, collectively their answers did not support their overall favorable impression of themselves and their profession. For example, while two

thirds reported that they did not have college degrees, only one fourth (including those already with four year degrees) reported that they were currently enrolled in college courses. Further, only two percent (2%) related that they were associated with any professional organizations. The researcher did note, however, that almost half do some additional procurement reading outside the office and that three quarters would submit to a compulsory basic skills exam if one was administered to them. With this in mind, it is clear that respondents want to better themselves, nevertheless, when put to the test, fewer are actually doing something about it. The researcher finishes the discussion of professionalism with a brief illustration of irony as provided by the survey data. When respondents were asked whether self improvement of practice skills is both encouraged and conducted through continuing education, most agreed (69%). Yet, when respondents were asked whether an initial preparation process (e.g. schooling and training) exists to ensure competent performance, a lesser percentage agreed (58%). While the survey data suggests that the initial preparation process needs more emphasis (i.e., more people need to attend DoD training courses), the irony is that respondents generally give the little, if any, training conducted within their own small purchase office (i.e., self improvement of practice skills is both encouraged and conducted) much better marks than they give to the existing

initial preparation process (which the researcher believes needs less attention).

In reference to career advancement opportunities, most respondents (86%) believe there are insufficient opportunities to progress within their ranks. As one respondent related, "too many people are chasing too few positions." Additionally, 69% related that career bridging (into the GS 1102 series) programs within their organization do not exist. In view of this, the researcher understands why several respondents indicated as side notes on the survey, their perception that the GS 1105 series is a "dead end" series. In the next chapter, the researcher presents recommendations on how to improve such opportunities along with other suggestions to improve this occupation. As the researcher believes that such improvements should be related to the duties and responsibilities afforded purchasing agents (i.e., types of procurements conducted and contracting procedures utilized) separate recommended improvements were developed for FORSCOM and TRADOC GS 1105s, and AVSCOM purchasing agents.

In regard to how respondents evaluate their organizational structure and climate, most have characterized it as generally task-oriented (as oppose to people-oriented). In conveying this description to the reader, the researcher presents the following discussion under the following four

areas: effectiveness of the communication process, resources to do the job, working conditions, and job satisfaction.

Concerning how the survey sample feels about the effectiveness of the communication process, respondents generally give management its best ratings in its capacity to provide guidance on how to conduct the small purchase function. For example, about half of the respondents believed that management both actively seeks the latest small purchase guidance and that it disseminates it accordingly. Additionally, half believed that there was a standing operating procedure (SOP) that they could refer to which described their office policies and procedures. However, when respondents depicted their organization's more general communication process (e.g., performance appraisal, ability to participate in the decision making process, etc.), their opinions were not quite as generous. (In fact, the remaining respondent sentiments concerning organizational structure and climate, for the most part, progressively deteriorate.) With respect to whether the survey sample believed they were evaluated on the basis of achievement of their organization's goals and objectives, only a third responded affirmatively. Similarly, only a third believed that management solicited their suggestions which impacted upon the small purchase and other procurement related functions. When respondents were asked if they were afforded due recognition for superior performance in a timely manner, 50% disagreed. Additionally,

when respondents were asked whether they believed they could provide constructive criticism of their superiors performance, almost 60% indicated that this form of feedback was not possible. Likewise, 60% believed that a forum that would permit the discussion and resolution of unsolved problems in the area of small purchase was nonexistent.

Pertaining to whether respondents had sufficient resources to do the job, approximately half believed their office neither had a well maintained purchasing library (to include professional journals) nor received an adequate share of available clerical support resources.

With respect to working conditions, almost half believed the layout and upkeep of their small purchase office did not promote a professional working environment.

In regard to job satisfaction, almost half believed that the authority and responsibility afforded them in their current position was satisfactory (a relatively favorable rating). Remaining under the heading of job satisfaction, more than half indicated they had an unreasonable workload. Finally, when respondents were asked if morale within their small purchase office was good, 70% believed that it was not.

Concerning organizational rewards and personal motivating factors, it should be clear to the reader that if management wants to induce purchasing agents to better perform tasks requested of them, it should then incorporate the use of those organizational rewards and personal motivating factors

that are most important to respondents. As the reader will recall, those organizational rewards identified by respondents to be their most important are promotions, pay increases and training opportunities. The personal motivating factors identified by respondents to be their most important are pay and benefits, challenge of the job, and getting the "best" for the U.S..

Finishing this chapter's discussion on an upbeat, it is interesting to note that while respondents generally have responded negatively towards past efforts to enhance their plight, nearly two thirds believe that conditions (i.e., training and career advancement opportunities) will improve as a result of the ongoing efforts to rejuvenate the defense procurement community.

VI. IMPROVING THE CAREER ADVANCEMENT AND PROFESSIONAL DEVELOPMENT OPPORTUNITIES OF U.S. ARMY PURCHASING AGENTS

A. INTRODUCTION

This chapter is a culmination of previous research conducted within this study. Its content is, for the most part, a listing of recommended improvements to existing GS 1105 career advancement and professional development opportunities. As the researcher believes that any such improvements should be related to the duties and responsibilities afforded purchasing agents (i.e., the extent in which formal contracting procedures are utilized), proposed enhancements to the career advancement and professional development opportunities for AVSCOM purchasing agents will be presented separately from those recommended for FORSCOM and TRADOC GS 1105s.

B. RECOMMENDED IMPROVEMENTS FOR AVSCOM PURCHASING AGENTS

Upon review of the survey data, it is clear to the researcher that due to the nature of the procurements conducted by them, most AVSCOM purchasing agents routinely use formal contracting procedures to affect purchasing transactions. As such, the researcher recommends that current GS 1105 positions be redesignated as contract specialist (GS 1102) positions. In regard to reclassifying

existing personnel from the GS 1105 to the GS 1102 series, the researcher recommends that the leadership within AVSCOM take appropriate measures to ensure that such personnel comply with all (GS 1102 series) requirements in applicable directives (to include attaining a baccalaureate degree) within a predetermined transitional time period.

C. RECOMMENDED IMPROVEMENTS FOR FORSCOM AND TRADOC PURCHASING AGENTS

While the survey data indicates that some FORSCOM and TRADOC GS 1105s utilize formal contracting procedures (mostly for more sophisticated ADPE and service related procurements), the researcher is of the opinion that the majority use simplified purchasing procedures to affect "off the shelf" supply type purchasing transactions. As such, the researcher does not recommend incorporating FORSCOM and TRADOC purchasing agents into a consolidated GS 1102 contracting series (as many have suggested). Instead, the researcher recommends that these purchasing agents pursue career advancement and professional development opportunities within the structural framework as outlined by the researcher in Figure 6.1. This schematic, entitled "Proposed Career Plan for U.S. Army GS 1105s" incorporates recommendations reached by Task Group Six, ACE (i.e., DoD Directive 5000.48), and the researcher. It is applicable to purchasing agents who have an installation contracting or similar procurement

PROPOSED CAREER PLAN FOR US ARMY GS 1105s

Progression within GS 1105

Career Bridging (C.B.)
into GS 1102

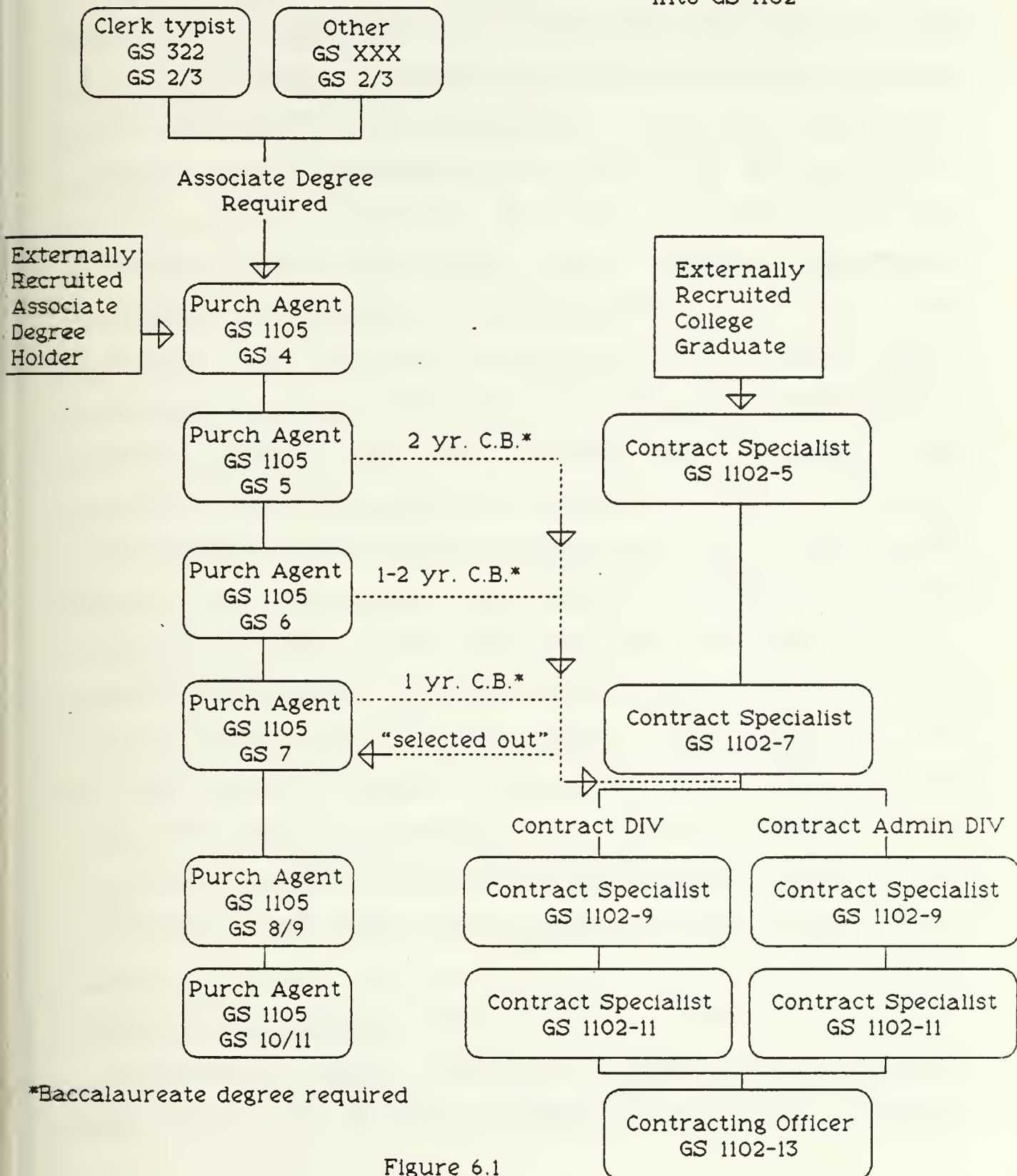


Figure 6.1

mission. As the reader will observe, the proposed career plan encompasses a continuum of positions beginning with the manner in which many enter the GS 1105 occupation (e.g. clerk typist, GS 322) all the way to the senior installation (GS 1102) contracting officer. Occupational progression from the GS 1105 to the GS 1102 series is made possible through career bridging programs for deserving purchasing agents. Such programs are illustrated with a dotted line on the proposed career plan. While Task Group Six suggested that career bridging normally begin at grade GS-5 and last for a period of approximately two years, the researcher is of the opinion that a competent higher graded GS 1105 could career bridge into the GS 1102 series in a shorter time period (see proposed career plan for suggested career bridging transition periods for specified GS grades).

As prescribed by Task Group Six, those persons permitted to career bridge would remain in the GS 1105 series during their training period. Additionally, upon graduation, personnel would normally enter the GS 1102 series at the GS-9 level. Further, personnel not satisfactorily completing the career bridging program would be "selected out" and revert back to their former position within their small purchase office. [89]

Also illustrated on the proposed career plan is an expanded GS 1105 grade structure. (Many respondents expressed a willingness to remain in the GS 1105 series if

some higher graded slots were made available.) While the researcher does not recommend that each office be automatically authorized higher graded GS 1105 positions (as illustrated on the proposed career plan), he does endorse Task Group Six's recommendation to evaluate the tasks conducted within each office to see if higher graded slots are warranted.

In regard to the proposed GS 1105 educational requirements reflected on the proposed career plan, it is important that the reader understand that while most purchasing agents use simplified purchasing procedures to conduct their purchasing transactions, it is incorrect to envision such procurements as necessarily simple. As the reader will recall, most of these purchasing agents are handling their own contract modifications and some are even processing contract terminations actions. In view of the foregoing discussion, the researcher supports DoD Directive 5000.48 attempts to identify educational requirements for the GS 1105 series (which lists an associate degree as "desired"), but further believes that such a degree should be required. Further, while not reflected on the proposed career plan, the researcher believes that such educational requirements should include a minimum number of business-related college courses.

An estimate of the total costs to implement this proposed educational requirement for FORSCOM and TRADOC purchasing

agents (taking into consideration any college background that respondents reported they have had) is next presented. In developing this estimate, the researcher first solicited names of five community colleges from each of the major regions in the country that offered associate degrees in purchasing. With the assistance of Alma Davis of the FAI [90] and Valerie Woods of the Fort Ord, CA Education Office [91], the researcher was able to identify four that had purchasing curriculums. The fifth community college, Massasoit Community College, Boston, MA, selected at random, offered an associate degree in general business. Using both the in state and out of state resident tuition costs from these five colleges, the researcher was able to develop average cost estimates for an associate degree (both for in state and out of state residents). Figure 6.2 identifies the five colleges, their respective associate degree tuition costs and other pertinent information.

The average cost estimates for an associate degree for in state and out of state residents is \$1,529.00 and \$6,414.00, respectively. Next, the researcher extrapolated from the survey data how much college instruction (in six month increments) was needed by all FORSCOM and TRADOC purchasing agents to meet the associate degree education requirement. This review revealed that 91 purchasing agents needed the entire two years of college instruction, 60 needed one and a half years of such instruction, 14 needed one years

instruction and 25 needed six months instruction. Multiplying the average (tuition) cost estimates by the amount of college instruction collectively needed yield total in state and out of state resident tuition costs of \$228,203.00 and \$957,290.00, respectively. A discussion of who is going to pay for such instruction and whether it will be at in state or out of state resident rates is beyond the scope of this paper.

Name	Region	Tuition costs (In state resident)	Tuition costs (Out of state resident)
Massasoit Boston, MA	Northeast	\$1,888	\$6,400
Broward Ft. Lauderdale, FL	Southeast	1,327	2,765
Rock Valley Rockford, IL	Midwest	1,728	7,552
De Anza Cupertino, CA	Southwest	350	6,100
Columbia Basin Pasco, WA	Northwest	2,353	9,254

**Figure 6.2 Listing of 5 Community Colleges and their
Respective Two Year Tuition Costs**

The researcher's final recommendation that will enhance the career advancement and professional development opportunities of Army GS 1105s (and which is not reflected on the proposed career plan) is the placement of this workforce

as a distinct series into the civilian career program for contracting and acquisition personnel (as highlighted in Chapter II). Such placement will improve efforts to recruit, train and manage a more professional GS 1105 workforce.

In summary, this chapter comprised a list of recommendations that will enhance the career advancement and professional development opportunities of Army purchasing agents.

As most AVSCOM GS 1105s were primarily using formal contracting procedures in the conduct of their purchasing transactions, the researcher recommended that existing AVSCOM GS 1105 positions be redesignated as GS 1102 positions.

In regard to improvements to FORSCOM and TRADOC career advancement and professional development opportunities, the researcher presented a proposed career plan (Figure 6.1) which illustrated how qualified GS 1105s may occupationally progress (career bridge) into the GS 1102 series. For those who indicated a willingness to remain in the GS 1105 series if some higher graded slots were made available, the researcher additionally reflected on the proposed career plan an expanded grade structure. The researcher noted that such additional higher graded slots should only be authorized where warranted. Additionally, the proposed career plan highlighted the researcher's recommendation to require purchasing agents attain an associate degree in order to perform duties in their particular (GS 1105) occupation. An

estimate of the costs of implementing such a requirement was developed and provided. In short, the total education costs were roughly a quarter million dollars for in state residents and almost a million dollars for out of state residents. Finally, the researcher recommends that FORSCOM and TRADOC purchasing agents be placed into the civilian career program for contracting and acquisition personnel.

VII. SUMMARY OF RESEARCH

A. CONCLUSIONS

Mechanisms enhancing the professionalism of U.S. Army Purchasing Agents have been firmly put in place. As a result of several substantive Federal and DoD studies conducted within the last four years and the subsequent enactment of many of these studies recommendations, a solid foundation has been laid in which improve this workforce. Not since the turn of the decade (1980's) has the purchasing series received such needed consideration in which to improve the professional status of its members.

OPM's existing GS 1105 job classification and qualification standards are counteracting efforts to improve this series. Many ongoing Federal and DoD agency initiatives have had to side step such standards in their attempts to enhance this series. Because of the current standards, DoD hiring practices are not as selective as the researcher believes they should be. Unfortunately, as previously mentioned, real improvements to the series will only come about after such standards have been raised.

Improvements to the Purchasing Series cannot occur without concurrent improvements to the Contracting Series. The most significant (and perhaps most controversial) recommendation the researcher has proposed in this thesis

study is that purchasing agents be required to attain an associate degree to perform in their current position. The problem with this recommendation is that contract specialists currently (like GS 1105s) are not required to have any college background. Implementing such an educational requirement for GS 1105s would elevate the purchasing agent position above the contract specialist position whose job requires significantly greater technical expertise. Therefore, and as previously discussed in Chapter III, contract specialists educational requirements should be proportionately increased relative to the associate degree proposed for GS 1105s. As such, contract specialists should be required to acquire a baccalaureate degree.

Career advancement and professional development opportunities for purchasing agents need to be enhanced. Two of the more significant issues which confront the GS 1105 series are its career advancement, and professional development (i.e., required college credentials) opportunities. In this study (Chapters III and V), the researcher has attempted to show that both areas need improvement. But before such improvements could be identified, consideration had to be given to the separate GS 1105 procurement missions within the survey sample (i.e., FORSCOM and TRADOC as compared to AVSCOM). Upon such review the researcher determined that AVSCOM GS 1105s were essentially performing contract specialist duties (i.e.,

utilizing formal contracting procedures) and that FORSCOM and TRADOC GS 1105s were performing duties that parallel those specified in the GS 1105 job classification standards (i.e., utilizing simplified purchasing procedures). Accordingly, recommendations to improve FORSCOM and TRADOC GS 1105 career advancement and professional development opportunities were separately presented from those proposed for AVSCOM GS 1105s. These recommendations presented in the last chapter are highlighted briefly in the next section.

Management has the power to greatly influence all facets of the purchasing agent's working environment. Perhaps no other group possesses as much authority to enhance the conditions of its GS 1105s than management. Upon review, it is consoling that their efforts to accomplish the small purchase mission more proficiently were noted by respondents. However, other indicators reveal that conditions are, for the most part, task-oriented. The researcher interprets this to mean that the job probably gets done but at the expense of the employee (i.e., purchasing agent). In closing, the researcher presents an observation made in the course of reviewing the completed surveys. This observation is that if respondents indicated that there was an effective (two way) communication process in their office, then their survey answers (on the whole) were generally more favorable than those respondents who indicated that such a communication process did not exist.

B. RECOMMENDATIONS

DA policy makers, small purchase supervisors and purchasing agents continue to press forward with ongoing efforts to improve the professionalism of the GS 1105 workforce. While much has been accomplished in the past several years to enhance this workforce, the GS 1105 series requires further development (i.e., maturity). Both the policy makers and small purchase supervisors need to "keep the pressure on" to affect better conditions for its purchasing agents. Additionally, purchasing agents need to more credibly pursue self improvement opportunities.

OPM raise existing GS 1105 job classification and qualification standards. As recommended by Task Group Six, the current designation of the series should be raised from clerical to technical. Additionally, the researcher believes that the qualification standards should require purchasing agents to have an associate degree in order to perform duties in their current position.

OPM raise existing GS 1102 job classification and qualification standards. Such an undertaking would add plausibility to the proposed enhancements to the GS 1105 series. In line with contract specialists more technical procurement function (than GS 1105s), the researcher endorses the General Accounting Office's recommendation that OPM both elevate the current designation of the GS 1102 series from administrative to professional and reflect the requirement to

have contract specialists attain a baccalaureate degree to perform duties in their current position [92].

Implement researcher proposed improvements to GS 1105 career advancement and professional development opportunities. In regard to improvements for AVSCOM purchasing agents, the researcher recommends that existing GS 1105 positions be redesignated contract specialist positions. With respect to improvements for FORSCOM and TRADOC purchasing agents, the researcher recommends that the following enhancements be enacted:

- o Promote career bridging (from the GS 1105 to the GS 1102 series) opportunities for those qualified purchasing agents who request it.
- o Expand existing GS 1105 grade structure, where warranted, to permit those who expressed a desire to remain in the purchasing series (if some additional higher graded slots were made available).
- o Require an associate degree be attained by purchasing agents.
- o Place the purchasing series as a distinct entity into the civilian career program for contracting and acquisition personnel.

Management continue in its efforts to become more sensitive to the needs of its purchasing agents. Rather than provide an itemized list of specific improvements management can make in this area, the researcher instead chooses to

identify the single most important philosophy that will enable leadership to become more sensitive to its GS 1105s needs. This recommended philosophy is to promote an effective (two way) communication process. In closing, the researcher provides a quote related by Lieutenant Commander Raymond W. Smith, USN, one of the researcher's government procurement course instructors (and thesis advisor) at the Naval Postgraduate School. "As a future manager of contracting personnel, individual proficiency in defense procurement is important, but you will never be able to do it all yourself. It's more important that you take care of your people, prepare them properly and let them do their job [93]."

C. SUMMARY OF ANSWERS TO RESEARCH QUESTIONS

QUESTION 1. How do U.S. Army purchasing agents view the professional status of their occupation?

When respondents (within the survey sample) were asked general questions concerning the professional status of their occupation, most indicated that their series had been bestowed such status. However, when respondents were asked to evaluate their series occupational descriptors (e.g. recruitment and selection program, training, career advancement opportunities, etc.), most characterized such descriptors as requiring further development. So, from a broad perspective, respondents generally view their

occupation as professional, but up close, they describe an occupation whose professional status may be in doubt.

QUESTION 2. What are the existing recruitment and selection practices for U.S. Army purchasing agents and how do these practices impact upon the quality of this workforce?

Most purchasing agents are recruited locally (not through command referral) via on post civilian personnel offices. Intake into these positions has been primarily from the ranks of clerical personnel. Efforts to recruit quality personnel are severely hampered by this series existing job classification and qualification standards, which require neither college nor a high school diploma. These standards are additionally responsible for the series current low grade and pay structure. Because of these relatively lower standards (upon which the series recruitment and selection practices are based) persons with a more professional background (e.g., who possess a four year college degree) are difficult to recruit.

QUESTION 3. What are the duties and responsibilities of U.S. Army purchasing agents and how does one characterize the type and nature of purchasing transactions processed by this workforce?

Upon review of the survey data, the researcher determined that the majority of FORSCOM and TRADOC purchasing agents procure commercially produced "off the shelf" supplies, and some services in support of an Army installation to which

they are assigned. As such, most "tap into" existing contracts, negotiated at higher levels, to satisfy their purchasing requirements. Affecting such procurements normally call for the use of simplified purchasing procedures.

Conversely, the majority of AVSCOM purchasing agents procure (in large volumes) spares for helicopters and other aircraft. As their duties primarily involve procuring newly developed spares or establishing additional sources of existing spares, most utilize formal contracting procedures [e.g., prepare and issue RFPs and IFBs, conduct cost and price analysis (C&PA), and conduct formal negotiations, etc.] to affect such procurements.

QUESTION 4. In view of the increasing level of complexity of current day defense small purchase procurement actions, how much of the U.S. Army purchasing agent workload necessitates the use of formal contracting procedures?

The researcher is of the opinion that a relatively small amount of the procurements conducted by FORSCOM and TRADOC purchasing agents necessitate the use of formal contracting procedures. When respondents were asked directly if they utilize formal contracting procedures, most replied that they did. But when they were asked if they prepared and issued RFPs or IFBs, conducted C&PA, or conducted formal negotiations, etc., most responded that they did not use such specific procedures. The researcher believes that because

respondents may find some of their tasks to be difficult or perhaps frustrating they confuse such experiences with formal contracting procedures.

In contrast, the researcher believes that most of the procurements conducted by AVSCOM purchasing agents necessitate the use of formal contracting procedures.

QUESTION 5. What are the training opportunities for U.S. Army purchasing agents?

Before DoD Directive 5000.48 was published in December 1986, the only required training course for purchasing agents was the Defense Small Purchase Course. This course has been primarily available to the Army and DoD only through the correspondence mode. With the implementation of this new directive, purchasing agents are now obliged to attend two additional training courses. In fulfilling the requirements of these two additional training courses (refer to Figure 3.1), purchasing agents must both attend either the MDACC (Basic) or the Defense Contract Administration Course AND either the Defense Cost and Price Analysis Course or the Principles of Contract Pricing Management of Defense Acquisition Contracts (Advanced) Course or the Advanced Contract Administration Course.

QUESTION 6. Does the current organizational structure and climate within U.S. Army small purchase offices promote a more professional working environment for its purchasing agents?

Respondents generally characterize their organizational structure and climate as task-oriented (as opposed to people-oriented). Most respondents give management its best marks in its capacity to provide guidance on how to conduct the small purchase function. However, when respondents evaluated their organization's more general communication process (e.g., performance appraisal, ability to participate in the decision making process, etc.), their sentiments were more discriminating. As to whether sufficient professional publications were available, most respondents indicated that such reference materials were generally lacking. The layout and upkeep of their small purchase office was an irritant to respondents. Yet, many were happy with the authority and responsibility afforded them. Finally, a reported excessive workload is perhaps partially responsible for the depressed state of morale.

QUESTION 7. What are the existing career advancement and professional development opportunities for U.S. Army purchasing agents?

Purchasing Agents have two options with respect to career advancement opportunities. They can either attain promotions within the low grade intensive GS 1105 series or they can career bridge into the GS 1102 series. Most respondents related that there are too few higher graded positions and as a result promotions within the series are slow. While career bridging is endorsed by Task Group Six and the Packard

Commission, most organizations have not yet implemented such programs. In regard to existing professional development opportunities (i.e., college educational requirements), the existing GS 1105 qualification standards do not require any college background.

QUESTION 8. What are the ongoing Army and Federal Acquisition Institute (FAI) initiatives designed to enhance the GS 1105 workforce?

Ongoing Army initiatives included such training enhancements as the SATNET teleconference program which currently provides one of the required Level I purchasing agent training courses [MDACC (Basic)] and will soon broadcast the Defense Small Purchase Course. Additionally, the Army, on behalf of DoD, contracted with Management Concepts, Inc. to provide on site instruction of the MDACC Basic and Advanced courses to those who request it. Other Army initiatives include the Prototype Installation Contracting Program where four "beef up" installation contracting offices try to find better ways to conduct their procurement function, and the development of "workload staffing standards" which will help to determine the proper staffing levels of procurement personnel. Finally, the Army is currently replacing antiquated procurement MIS with state of the art systems.

Current initiatives by the FAI include the development of competency (training by objective) based instruction. This

method of instruction assists trainers to better prepare procurement employees perform their more commonly assigned and critical tasks. The heart of this effort is the training blueprints. Small purchase blueprints are currently being developed through an interagency working group, however, their respective competencies and tasks have already been identified and disseminated. Providing competency based instruction to personnel involved in small purchase should result in higher quality training conducted in a more efficient manner.

D. AREAS FOR FURTHER RESEARCH

The evaluation of the procurements and contracting procedures utilized by purchasing agents in other Army Major Commands and the remaining subordinate commands within AMC to ensure that those who generally have formal contracting duties are redesignated appropriately (i.e., redesignated as contract specialists.)

An examination of the feasibility of permitting Army purchasing agents to have a maximum of two 4 hour periods each week away from their regular office schedule in order that they may actively pursue and associate's degree.

APPENDIX A

AMC SATELLITE EDUCATION NETWORK CURRENT SITES IN OPERATION AS OF 15 JAN 87

U.S. Army Material Command

ALMC.....	FT. LEE, VA
AMCCOM.....	(D) DOVER, NJ
AMCCOM.....	(RI) ROCK ISLAND, IL
AMTL.....	WATERTOWN, MA
ANAD.....	ANNISTON, AL
ARMY COMM SCTY LOG ACTIVITY.....	FT. HUACHUCA, AZ
AVSCOM/TROSCOM.....	ST. LOUIS, MO
BELVOIR R&D CENTER.....	FT. BELVOIR, VA
CCAD.....	CORPUS CHRISTI, TX
CECOM.....	FT. MONMOUTH, NJ
DCSC.....	COLOMBUS, OH
DESC.....	DAYTON, OH
DPSC.....	PHILADELPHIA, PA
LEAD.....	CHAMBERSBURG, PA
MICOM.....	HUNTSVILLE, AL
NCAD.....	NEW CUMBERLAND, PA
RRAD.....	TEXARKANA, TX
SAAD.....	SACRAMENTO, CA
SEL.....	TEXARKANA, TX
SHAD.....	LATHROP, CA
TACOM.....	WARREN, MI
TEAD.....	TOOELE, UT
TECOM.....	ABERDEEN, MD
TOAD.....	TOBYHANNA, PA
USADACS.....	SAVANNA, IL
WSMR.....	WHITE SANDS, NM

U.S. Navy Supply Centers

NNSC.....	NORFOLK, VA
SDNSC.....	SAN DIEGO, CA

APPENDIX B

AMC SATELLITE EDUCATION NETWORK
FUTURE LOCATIONS

AMC

Dugway Proving Ground
Edgewood Arsenal
Red River Army Depot
Seneca Army Depot
SIAD
Watervliet Arsenal

FORSCOM

Ft. Bragg, NC
Ft. Campbell, KY
Ft. Devens, MA
Ft. Drum, NY
Ft. Hood, TX
Ft. Sam Houston, TX
Ft. Irwin, CA
Ft. Lewis, WA
Ft. Meade, MD
Ft. Ord, CA
Ft. Polk, LA
Ft. Riley, KS
Ft. Sheridan, IL
Ft. Stewart, GA

TRADOC

Ft. Benning, GA
Ft. Dix, NJ
Ft. Gordon, GA
Ft. Knox, KY
Ft. Leavenworth, KS
Ft. Monroe, VA
Ft. Sill, OK
Ft. Leonard Wood, MO

DLA

DPOS Battlecreek
Boston
Los Angeles
Ogden DPDR
San Diego
San Francisco

OTHER

Lexington, KY
Pueblo, CO

APPENDIX C

PURCHASING AGENT SURVEY AND COVER LETTER

In this Appendix, the researcher provides a copy of the purchasing agent survey and cover letter sent to GS 1105s assigned in the U.S. Army's Forces Command (FORSCOM), Training and Doctrine Command (TRADOC), and the Aviation Systems Command (AVSCOM). The results of this administered survey are presented in Chapter V.

Naval Postgraduate School
U.S. Army Student Detachment
Monterey, California 93943

Dear U.S. Army Purchasing Agent,

Enclosed is a questionnaire which is part of a comprehensive effort to enhance the professionalism of U.S. Army Purchasing Agents.

It is requested that two eligibility requirements be met before completing this survey, the first is that you are working in a Purchasing Agent's duty position and the second is that you have worked in this position for at least six months.

If you meet the above requirements won't you please take a few minutes now to help? Your views concerning the status and direction of the Purchasing Series are very important. This survey takes about 25 minutes to complete.

Individual answers will be maintained in the strictest of confidence. Please DO NOT place your name on the survey.

Your frankness in answering the questions will help insure the accuracy of this study.

Below are 101 questions. Please fill in the blanks or circle the appropriate response. When answering questions where a scale has been provided, circle the number to the left of the desired response.

While this survey has been pretested, there still may be questions that seem ambiguous or unclear...please feel free to make any clarifying notes in the margins next to the questions as you feel are necessary.

Please return this questionnaire as soon as possible in the enclosed envelope.

Thank you for your cooperation. Questions concerning this survey may be addressed to CPT Paul Rock, NPS, SMC 2477, Monterey, CA 93943, (408) 372-7040.

P. F. ROCK

PURCHASING AGENT SURVEY

A. Background Information.

1. Current job classification series: GS
2. Current job title: _____
3. Sex _____ 4. Current grade _____ 5. Time in grade _____
6. How did you find out about your current job (e.g., office vacancy, word of mouth, local or command wide CPO vacancy announcement, etc.)? _____
7. How long have you been in your current job classification series? _____
8. What was your previous job classification series if it was in DoD procurement? _____
9. In what job series GS, grade GS and job title _____ were you (if applicable) immediately prior to working in any of the DoD procurement series (e.g., GS 322, GS4, clerk typist)? Fill in blanks.
10. Number of years experience in procurement: _____
11. Are you the sole provider of income? (Yes / No) or is your job a second income? (Yes / No)
12. What is your spouse's occupation if employed with the government (if spouse is not employed with the government - leave blank)? _____
13. Do you have a college degree? (Yes / No) If yes, what was your major field of study? _____
14. Have you had any college? (Yes / No) If yes, list total years (e.g., 1-1/2 years). _____
15. Are you currently enrolled in any college courses? (Yes / No) If yes, what procurement or business courses are you taking? _____
16. Please circle the appropriate command that your office belongs to. (Forscom / Tradoc / Avscom)
17. (Optional) What is the name of the buying office you are currently assigned (e.g., Fort Ord installation contracting office, Small Purchase Division or Branch)? _____
_____ (Answering this question will permit survey comparison.)

B. Professionalism.

18. I view the Purchasing Series (GS 1105) as a professional occupational series.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

19. I am viewed as a professional by others in the defense procurement community.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

Several non DoD studies of occupations have derived four criteria which can be used to measure the extent to which professionalism is developed in an occupation. Please indicate in the next four questions (20 through 23) the extent to which you agree these four criteria apply to the Purchasing Series.

20. An initial preparation process (e.g., schooling and training) exists to insure competent performance.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

21. Self improvement of practice skills is both encouraged and conducted through continuing education.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

22. There is devotion to service (to both the organization and the more general field of purchasing).

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

23. There is adherence to an ethical code of conduct.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

24. I am aware of my organization's goals and objectives concerning Small Purchase.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

25. I regularly read, during my off duty time, small purchase and other procurement literature and/or periodicals (not specifically required by my current duties) in an attempt to stay on top of the latest procurement issues.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

26. Assume a compulsory basic skills exam for the Purchasing Agent would help to professionalize this workforce. If such an exam was developed, I would be willing to take it.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

27. I feel that it is important to establish my credibility in the purchasing field by successfully passing the Certified Purchasing Manager's exam, or some equivalent, as soon as practicable.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

28. Are you a member of any professional organizations (e.g., National Contract Management Association, National Association of Purchasing Management, Kiwanis, Toastmasters)?

29. Do you feel that personal membership in these types of organizations enhances the level of your professionalism?

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

30. I enjoy small purchase procurement.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

C. Career Development.

31. How far can you progress (GS grade) within the purchasing series in your office? _____

32. In consideration of your answer to the previous question, do you feel there is sufficient room to satisfactorily progress WITHIN the GS 1105 series in your office? (Yes / No) This question is continued on the next page.

If yes, go to question 33.

If no, please support your position by marking an "X" next to one or more of the following reasons why there is insufficient room to satisfactorily progress within the GS 1105 series in your office:

- _____ There are not enough higher graded slots authorized.
- _____ Promotions are slower than normal.
- _____ Requirements for promotion are too stringent.
- _____ Other _____

33. Assuming you desire to progress the ladder of increased grade and beyond the existing GS 1105 grade cutoff, would you remain in the purchasing series if the existing grade cutoff was increased? (Yes / No) If yes, what is the grade cutoff that you would recommend? _____

34. Has your organization instituted a "career bridging" program which permits occupational progression from the GS 1105 to the GS 1102 series? (Yes / No)

If no, go to question 36.

If yes, is there sufficient structure (i.e., formal entry requirements, a defined training period and formal evaluation prior to award of GS 1102 series) to the program which allows for objective and reasonably competitive selection? (Yes / No) Go to question 35.

35. If your organization has established a "career bridging" program are you currently pursuing this opportunity? (Yes / No) If no, do you intend to eventually pursue this alternative at some later date? (Yes / No)

D. Duties and Responsibilities.

36. In broad but brief (and unclassified) terms what is the mission of your small purchasing office? _____

37. Are there any special circumstances (e.g., unique supplies or services that must be provided) that surround your small purchase function or mission that deserve mentioning? (Yes/No) If yes, briefly explain. _____

38. Please indicate below by marking an "X" next to those purchasing transactions (under \$25,000 in value) that you currently execute.

<input type="checkbox"/> General supplies	<input type="checkbox"/> Utilities
<input type="checkbox"/> General services	<input type="checkbox"/> Lease and rental
<input type="checkbox"/> General materials	<input type="checkbox"/> agreements
<input type="checkbox"/> General equipment	<input type="checkbox"/> Obsolete or special-
<input type="checkbox"/> ADP equipment	<input type="checkbox"/> ized manufacture or
<input type="checkbox"/> R&D technologies	<input type="checkbox"/> end use items
<input type="checkbox"/> Special test equipment	<input type="checkbox"/> Other supplies _____
<input type="checkbox"/> Construction	<input type="checkbox"/> Other services _____
<input type="checkbox"/> Minor repairs	
<input type="checkbox"/> Overhaul	

39. Please indicate below by marking an "X" next to those contractual instruments you use in the processing of the above purchasing transactions.

<input type="checkbox"/> Purchase Order/Invoice (SF 44)	<input type="checkbox"/> Time & Material Con- tracts
<input type="checkbox"/> Charge Cards	<input type="checkbox"/> Local Term Contracts
<input type="checkbox"/> Imprest Fund transactions	<input type="checkbox"/> Blanket Purchase
<input type="checkbox"/> Delivery or task orders	<input type="checkbox"/> Agreements
<input type="checkbox"/> under existing contracts	<input type="checkbox"/> Basic Ordering
<input type="checkbox"/> (such as Federal Supply	<input type="checkbox"/> Agreements
<input type="checkbox"/> Schedules)	<input type="checkbox"/> Other _____
<input type="checkbox"/> Indefinite Delivery Con- tracts (Definite/ Indefinite Quantity or Requirements)	

40. In a brief narrative SUMMARY, how would you characterize the type and nature of purchasing transactions

you process (e.g., "the majority of my work involves buying office supplies under BOAs, I also process a few monthly custodial services type contracts, etc.") _____

41. Please indicate below the dollar range and type contract you work with most frequently by marking one "X" next to the appropriate selection (e.g., \$5,000 - \$9,999, Services).

<u>Dollar range</u>	<u>Type contract</u>
_____ \$ 0 - \$ 1,000	_____ Supplies
_____ \$ 1,001 - \$ 2,499	_____ Services
_____ \$ 2,500 - \$ 4,999	_____ Construction
_____ \$ 5,000 - \$ 9,999	_____ Other _____
_____ \$10,000 - \$25,000	_____
_____ more than \$25,000	_____

42. Which of the following required sources of supplies and services do you utilize in processing orders in excess of \$25,000? (Mark an "X" next to one or more of the following choices.)

_____ I do not process orders in excess of \$25,000.

_____ Federal Supply Schedules.

_____ Federal Prison Industries, Inc.

_____ GSA established contracts or stock programs.

_____ Department of the Army (agency) inventories.

_____ Industries for the Blind and Other Severely Handicapped.

_____ Veterans Administration.

_____ DLA Stock programs.

_____ Other _____

43. In reference to the previous question, if you do process orders in excess of \$25,000, indicate how often (on the average) you process these types of orders (e.g., two each day, one each week, etc.) _____

44. Please indicate below those types of unpriced purchasing transactions that you process. (Mark an "X" next to one or more of the following choices.)

_____ I do not process unpriced purchase transactions.

_____ Repairs to equipment requiring disassembly to determine the nature and extent of repairs.

- _____ Materials available from only one source and for which cost cannot be readily established.
- _____ Supplies or services for which prices are known to be competitive but exact prices are unknown.
- _____ Other _____

45. Which of the following Price Analysis techniques do you perform in the conduct of your purchasing duties? (Mark an "X" next to one or more of the following choices.)

- _____ Comparing prices against one another.
- _____ Comparing prices against historical prices.
- _____ Comparing prices against published price lists.
- _____ Comparing prices against independent price estimates developed within the purchasing office.
- _____ Comparing prices against yardsticks (e.g., dollars per pound or square foot cost of a building.)
- _____ Conduct visual analysis (e.g., "an item looks like a hammer therefore it ought to be priced like a hammer.")
- _____ Conduct value analysis (provides insight as to how price compares with the inherent worth of the product).

46. Please indicate below the type of contracts that you process. (Mark an "X" next to one or more of the following choices.)

- | | |
|----------------------------------|---------------------------|
| _____ Firm Fixed Price | _____ Labor Hours |
| _____ Firm Fixed Price Award Fee | _____ Cost Plus Fixed Fee |
| _____ Time and Materials | _____ Other _____ |

47. Do you conduct "sealed bid" (or other formal contracting) procedures (e.g., prepare and process IFBs and/or RFPs)? If yes, please articulate. _____

48. Do you analyze the separate elements of contractor costs (i.e., direct material, direct labor, overhead and profit) to develop prenegotiation objectives? (Yes / No)

49. Do you conduct formal contract negotiations? (Yes / No)
If yes, briefly explain. _____

50. Do you have any contract administration responsibilities (other than small purchase followups)? (Yes / No) If yes, briefly explain. _____

51. How much of your workload involves the use of non simplified purchasing procedures? (sample response - 1/4 of my workload) _____

52. In general, what is the average time that you spend on each purchasing action? (select only one)

_____ less than 1 hour	_____ 9 to 24 hours
_____ 1 to 4 hours	_____ more than 24 hours
_____ 5 to 8 hours	

53. I would describe the level of supervision I receive for the actions I process as

	SOMEWHAT			VERY
1 CLOSE	2 CLOSE	3 AVERAGE	4 LITTLE	5 LITTLE

54. Have you been delegated contracting officer authority? (Yes / No) If yes, how long have you had this authority? _____
Please indicate your threshold (\$ limit). _____

55. How many purchasing transactions did you process in March 1987? _____ What is the approximate total dollar value of these transactions? _____

56. Some of the GS 1102s in our office utilize procurement methods that resemble simplified purchasing procedures (e.g., use RFQs, FSS orders, Purchase Orders, Imprest Funds, etc.)

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

57. Some of the GS 1105s in our office utilize procurement methods that resemble formal contracting procedures (e.g., prepare and process IFBs and/or RFPs).

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

58. In view of the procurement tasks that I perform, I feel that my job slot is not graded high enough.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

59. I believe that my responsibilities as a Purchasing Agent are greater than many of my fellow workers of the same grade but who are not in the procurement field.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

E. Training.

60. Please indicate below by marking an "X" next to those formal procurement courses of instruction you have taken.

____ Defense Small Purchases
____ Defense Contract Administration
____ Management of Defense Acquisition Contracts (Basic)
____ Defense Cost and Price Analysis
____ Advanced Contract Administration
____ Principles of Contract Pricing Management of Defense
____ Acquisition Contracts (Advanced)
____ Other _____

61. In what area of procurement (that you are currently performing duties) do you feel you are the least prepared to handle? _____

62. I am aware of (the recently revised) DoD Directive 5000.48, dated 9 Dec 86, which lists the Experience, Education, and Training Requirements for (among others) Purchasing Agents? (Yes / No)

63. Are sufficient training resources and/or opportunities available to you? (Yes / No) If no, what specific suggestions can you offer that will help resolve such deficiencies? _____

64. How would you describe the frequency of formal classroom training conducted within your small purchase office?

			AS		SCHEDULED
1 RARELY	2 INFREQUENT	3 REQUIRED	4 OFTEN	5 REGULARLY	

65. The quality of the formal classroom training conducted within my small purchase office is acceptable.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

66. How would you describe the frequency of informal on the job training conducted within your small purchase office?

			AS		QUITE
1 RARELY	2 INFREQUENT	3 REQUIRED	4 OFTEN	5 OFTEN	

67. Is formal classroom or informal on the job training conducted with only GS 1105s or is it combined with other procurement series? Explain briefly. _____

68. Refresher small purchase and other related training occur on a periodic basis.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

69. What is the major reason for the amount of (formal and informal) training ongoing in your office? _____

70. What is the most effective procurement training that you have had and why? _____

71. What is the least effective procurement training that you have had and why? _____

72. Job rotation occurs within my organization as frequently as possible.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

F. Organizational Structure and Climate.

73. How is work assigned in your office (e.g., commodity, grouping of customers such as designated military units, level of difficulty, dollar amount, etc.)? _____

74. In consideration of the previous question, I feel that this method best reflects our office's small purchase mission.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

75. I feel that management actively seeks to acquire the most recent guidance and other literature concerning the area of small purchase?

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

76. I believe that management actively reviews small purchase guidance and other literature, interprets it, summarizes it and makes it readily accessible to me.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

77. There is a well maintained purchasing library in my office.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

78. My office subscribes to professional journals.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

79. There is a standing operating procedure (SOP) in my office that I can refer to which describes our organization's small purchase policies and procedures.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

80. Our small purchase office receives an adequate share of the available clerical support resources.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

81. The layout and upkeep of our small purchase office promotes a professional working environment.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

82. My suggestions are solicited by my supervisors and are often incorporated into decisions that affect the small purchase and other procurement activities.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

83. Is there a forum within your office that permits the discussion and resolution of unsolved problems in the area of small purchase? (Yes / No)

84. Our office polls our customers (requisitioners) either formally or informally regarding their impressions of our work.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

85. Please rank order the importance of the selected organizational goals (from highest to lowest; e.g., if

reducing PALT is most important, place a 1 next to "Reduce PALT", etc.)

- ___ Reduce Procurement Administrative Lead Time (PALT)
- ___ Increase the % of contracts competed
- ___ Increase the total number of contracts processed
- ___ Increase the quality of contracts processed
- ___ Achieve socioeconomic goals
- ___ Increase workforce motivation.

86. Both the authority and responsibility afforded me in my current position are satisfactory.

STRONGLY		MILDLY				MILDLY		STRONGLY	
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

87. There are mechanisms in place that permit evaluation of supervisory effectiveness in a constructive and non personal manner.

STRONGLY		MILDLY				MILDLY		STRONGLY	
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

88. I have a reasonable workload.

STRONGLY		MILDLY				MILDLY		STRONGLY	
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

89. I am afforded some consideration (e.g., flexible work schedule) in order to further my education in small purchase and other procurement related courses of instruction (includes college).

STRONGLY		MILDLY				MILDLY		STRONGLY	
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

90. The morale within my small purchase office is good.

STRONGLY		MILDLY				MILDLY		STRONGLY	
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

G. Performance Appraisal and Awards.

91. I am evaluated on the basis of achievement of my organization's goals and objectives.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

92. I am afforded due recognition for superior performance in a timely manner.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

93. Please rank order the importance of the selected organizational rewards (from highest to lowest; e.g., if promotions is most important, place a 1 next to "Promotions", etc.)

<input type="checkbox"/> Promotions	<input type="checkbox"/> Formal recognition
<input type="checkbox"/> Pay increase	<input type="checkbox"/> Verbal recognition
<input type="checkbox"/> Training opportunities	<input type="checkbox"/> Cash awards
<input type="checkbox"/> Good working conditions	<input type="checkbox"/> Choice job assignments
<input type="checkbox"/> Ability to work independently	

94. Please rank order the importance of the selected motivating factors (from highest to lowest - see previous example.)

<input type="checkbox"/> Pay and benefits	<input type="checkbox"/> Training opportunities
<input type="checkbox"/> Challenge of the job	<input type="checkbox"/> Good relations with coworkers
<input type="checkbox"/> Prestige	<input type="checkbox"/> Interaction with interesting people
<input type="checkbox"/> Service to my country	<input type="checkbox"/> Opportunity to be creative
<input type="checkbox"/> Getting the "Best" for the U.S.	

H. In Review.

95. The management within my office is on track with their efforts to enhance the professionalism of the Purchasing Series.

STRONGLY		MILDLY		MILDLY		STRONGLY			
1	AGREE	2	AGREE	3	NEUTRAL	4	DISAGREE	5	DISAGREE

96. What single issue within the Purchasing Series causes you the most discomfort? _____

97. Please provide comments concerning any innovative ideas that have either improved your work place or enhanced the professional development of the Purchasing Series. _____

Please read the following three questions (98 thru 100) carefully and in their entirety before individually answering them.

98. In view of the "simplified purchasing" tasks that I perform, I feel that maintaining the purchasing series as a separate occupation, while making some needed improvements, is the more credible solution to enhance the professionalism of this workforce.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

99. In support of maintaining the Purchasing Series as a separate occupation, one of the more significant needed improvements would be to establish a "career program" for the GS 1105 Purchasing Series.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

100. In view of the "non simplified" purchasing tasks that I perform (tasks which closely resemble those associated with formal contracting), I feel that the purchasing series should be incorporated into a consolidated GS 1102 contracting series which would begin at the (perhaps) GS 5 grade.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

101. I feel that the training and promotional opportunities for purchasing agents will be improved as a result of the ongoing efforts to revitalize the defense procurement community.

STRONGLY	MILDLY		MILDLY	STRONGLY
1 AGREE	2 AGREE	3 NEUTRAL	4 DISAGREE	5 DISAGREE

Thank you for taking time to complete this survey. If you would like to provide any additional comments concerning ways to enhance the professionalism of the Purchasing Series within the Department of the Army, please jot a few thoughts down in the space provided below. _____

APPENDIX D

SMALL PURCHASE OFFICES PARTICIPATING IN THE SURVEY AND THE NUMBER OF SURVEYS SENT TO EACH OFFICE

<u>FORSCOM</u>	Number surveys sent	<u>TRADOC</u>	Number surveys sent
Ft. Bragg, NC	25	Ft. Belvoir, VA	11
Ft. Campbell, KY	11	Ft. Benning, GA	16
Ft. Carson, CO	12	Ft. Bliss, TX	11
Ft. Devens, MA	7	Ft. Dix, NJ	16
Ft. Drum, NY	10	Ft. Eustis, VA	10
Ft. Hood, TX	15	Ft. Gordon, GA	10
Ft. Sam Houston, TX	10	Ft. Benjamin	
Ft. Irwin, CA	6	Harrison, IN	6
Ft. Lewis, WA	16	Ft. Jackson, SC	6
Ft. McCoy, WI	4	Ft. Knox, KY	10
Ft. McPherson, GA	10	Ft. Leavenworth, KS	7
Ft. Meade, MD	10	Ft. Lee, VA	7
Ft. Ord, CA	10	Ft. McClellan, AL	7
Ft. Polk, LA	11	Ft. Monroe, VA	6
Ft. Richardson, AK	6	Ft. Rucker, AL	12
Ft. Riley, KS	8	Ft. Sill, OK	10
Ft. Sheridan, IL	8	Ft. Leonard Wood, MO	7
Ft. Stewart, GA	10		
Presidio of San		<u>AVSCOM</u> (St. Louis, MO)	25
Francisco, CA	9		

APPENDIX E

LISTING OF RESPONDENTS ANSWERS TO THE (44) SURVEY QUESTIONS FORMULATED AS STATEMENTS OF OPINION

Within this Appendix are the respondents exact answers to the forty four survey questions that were formulated as statements of opinion. Answers are presented on the following twenty two pages with two provided on each page. To interpret the tabulated survey data (on the following answer sheets), the researcher notes that (unless indicated otherwise - see questions 53, 64 and 66) a value of 1.00 corresponds with strongly agree, a value of 2.00 corresponds with mildly agree, a value of 3.00 corresponds with neutral, a value of 4.00 corresponds with mildly disagree and a value of 5.00 corresponds with strongly disagree.

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 1. Q-18

***** QUESTION 18 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	54	58.70	54	58.70
2.00	24	26.09	78	84.78
3.00	4	4.35	82	89.13
4.00	6	6.52	88	95.65
5.00	4	4.35	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	54	@=====
2.00	24	@=====
3.00	4	@==
4.00	6	@===
5.00	4	@==

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 2. Q-19

***** QUESTION 19 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	15	16.30	15	16.30
2.00	39	42.39	54	58.70
3.00	17	18.48	71	77.17
4.00	10	10.87	81	88.04
5.00	11	11.96	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	15	@=====
2.00	39	@=====
3.00	17	@=====
4.00	10	@=====
5.00	11	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 3. Q-20

***** QUESTION 20 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	33	35.87	33	35.87
2.00	22	23.91	55	59.78
3.00	12	13.04	67	72.83
4.00	16	17.39	83	90.22
5.00	9	9.78	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	33	@=====
2.00	22	@=====
3.00	12	@=====
4.00	16	@=====
5.00	9	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 4. Q-21

***** QUESTION 21 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	35	38.04	35	38.04
2.00	30	32.61	65	70.65
3.00	10	10.87	75	81.52
4.00	11	11.96	86	93.48
5.00	6	6.52	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	35	@=====
2.00	30	@=====
3.00	10	@=====
4.00	11	@=====
5.00	6	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 5. Q-22

***** QUESTION 22 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	38	41.30	38	41.30
2.00	28	30.43	66	71.74
3.00	16	17.39	82	89.13
4.00	5	5.43	87	94.57
5.00	5	5.43	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	38	@=====
2.00	28	@=====
3.00	16	@=====
4.00	5	@=====
5.00	5	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 6. Q-23

***** QUESTION 23 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	56	60.87	56	60.87
2.00	20	21.74	76	82.61
3.00	10	10.87	86	93.48
4.00	5	5.43	91	98.91
5.00	1	1.09	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	56	@=====
2.00	20	@=====
3.00	10	@=====
4.00	5	@=====
5.00	1	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 7. Q-24

***** QUESTION 24 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	52	56.52	52	56.52
2.00	24	26.09	76	82.61
3.00	10	10.87	86	93.48
4.00	4	4.35	90	97.83
5.00	2	2.17	92	100.00
	TOTAL 92	100.00		

===== VALUE =====	FREQUENCY	
1.00	52	@=====
2.00	24	@=====
3.00	10	@=====
4.00	4	@=====
5.00	2	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 8. Q-25

***** QUESTION 25 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	11	11.96	11	11.96
2.00	31	33.70	42	45.65
3.00	26	28.26	68	73.91
4.00	12	13.04	80	86.96
5.00	12	13.04	92	100.00
	TOTAL 92	100.00		

===== VALUE =====	FREQUENCY	
1.00	11	@=====
2.00	31	@=====
3.00	26	@=====
4.00	12	@=====
5.00	12	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 9. Q-26

***** QUESTION 26 *****

===== VALUE =====	FREQUENCY	PERCENT	.....CUMULATIVE..... FREQUENCY PERCENT
1.00	42	45.65	42 45.65
2.00	27	29.35	69 75.00
3.00	14	15.22	83 90.22
4.00	3	3.26	86 93.48
5.00	6	6.52	92 100.00
	TOTAL 92	100.00	

===== VALUE =====	FREQUENCY	.....
1.00	42	@=====
2.00	27	@=====
3.00	14	@=====
4.00	3	@==
5.00	6	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 10. Q-27

***** QUESTION 27 *****

===== VALUE =====	FREQUENCY	PERCENT	.....CUMULATIVE..... FREQUENCY PERCENT
1.00	25	27.17	25 27.17
2.00	35	38.04	60 65.22
3.00	18	19.57	78 84.78
4.00	7	7.61	85 92.39
5.00	7	7.61	92 100.00
	TOTAL 92	100.00	

===== VALUE =====	FREQUENCY	.....
1.00	25	@=====
2.00	35	@=====
3.00	18	@=====
4.00	7	@=====
5.00	7	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 11. Q-29

***** QUESTION 29 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	9	9.78	9	9.78
2.00	25	27.17	34	36.96
3.00	38	41.30	72	78.26
4.00	9	9.78	81	88.04
5.00	11	11.96	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	9	@=====
2.00	25	@=====
3.00	38	@=====
4.00	9	@=====
5.00	11	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 12. Q-30

***** QUESTION 30 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	58	63.04	58	63.04
2.00	25	27.17	83	90.22
3.00	3	3.26	86	93.48
4.00	4	4.35	90	97.83
5.00	2	2.17	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	58	@=====
2.00	25	@=====
3.00	3	@=
4.00	4	@=
5.00	2	@=

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 13. Q-53

***** QUESTION 53 *****

===== VALUE =====	FREQUENCY	PERCENT	.....CUMULATIVE... FREQUENCY	PERCENT
1.00	10	10.87	10	10.87
2.00	5	5.43	15	16.30
3.00	26	28.26	41	44.57
4.00	23	25.00	64	69.57
5.00	28	30.43	92	100.00
	TOTAL	92		

===== VALUE =====	FREQUENCY	.....
1.00	10	@=====
2.00	5	@=====
3.00	26	@=====
4.00	23	@=====
5.00	28	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 14. Q-56

***** QUESTION 56 *****

===== VALUE =====	FREQUENCY	PERCENT	.....CUMULATIVE... FREQUENCY	PERCENT
1.00	26	28.26	26	28.26
2.00	20	21.74	46	50.00
3.00	23	25.00	69	75.00
4.00	10	10.87	79	85.87
5.00	13	14.13	92	100.00
	TOTAL	92		

===== VALUE =====	FREQUENCY	.....
1.00	26	@=====
2.00	20	@=====
3.00	23	@=====
4.00	10	@=====
5.00	13	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 15. Q-57

***** QUESTION 57 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	23	25.00	23	25.00
2.00	22	23.91	45	48.91
3.00	21	22.83	66	71.74
4.00	10	10.87	76	82.61
5.00	16	17.39	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	23	@=====
2.00	22	@=====
3.00	21	@=====
4.00	10	@=====
5.00	16	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 16. Q-58

***** QUESTION 58 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	63	68.48	63	68.48
2.00	16	17.39	79	85.87
3.00	8	8.70	87	94.57
4.00	3	3.26	90	97.83
5.00	2	2.17	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	63	@=====
2.00	16	@=====
3.00	8	@=====
4.00	3	@=====
5.00	2	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 17. Q-59

***** QUESTION 59 *****

=====	VALUE	=====	FREQUENCY	PERCENT	....CUMULATIVE....	FREQUENCY	PERCENT
	1.00		64	69.57		64	69.57
	2.00		9	9.78		73	79.35
	3.00		17	18.48		90	97.83
	4.00		2	2.17		92	100.00
	5.00		0	.00		92	100.00
		TOTAL	92	100.00			

=====	VALUE	=====	FREQUENCY	.....
	1.00		64	@=====
	2.00		9	@=====
	3.00		17	@=====
	4.00		2	@
	5.00		0	@

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 18. Q-64

***** QUESTION 64 *****

=====	VALUE	=====	FREQUENCY	PERCENT	....CUMULATIVE....	FREQUENCY	PERCENT
	1.00		60	65.22		60	65.22
	2.00		14	15.22		74	80.43
	3.00		16	17.39		90	97.83
	4.00		1	1.09		91	98.91
	5.00		1	1.09		92	100.00
		TOTAL	92	100.00			

=====	VALUE	=====	FREQUENCY	.....
	1.00		60	@=====
	2.00		14	@=====
	3.00		16	@=====
	4.00		1	@
	5.00		1	@

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 19. Q-65

***** QUESTION 65 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	3	3.26	3	3.26
2.00	11	11.96	14	15.22
3.00	34	36.96	48	52.17
4.00	11	11.96	59	64.13
5.00	33	35.87	92	100.00
	TOTAL 92	100.00		

===== VALUE =====	FREQUENCY	
1.00	3	@==
2.00	11	@=====
3.00	34	@=====
4.00	11	@=====
5.00	33	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 20. Q-66

***** QUESTION 66 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	40	43.48	40	43.48
2.00	20	21.74	60	65.22
3.00	24	26.09	84	91.30
4.00	7	7.61	91	98.91
5.00	1	1.09	92	100.00
	TOTAL 92	100.00		

===== VALUE =====	FREQUENCY	
1.00	40	@=====
2.00	20	@=====
3.00	24	@=====
4.00	7	@=====
5.00	1	@

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 21. Q-68

***** QUESTION 68 *****

=====	VALUE	=====	FREQUENCY	PERCENT	....CUMULATIVE...	FREQUENCY	PERCENT
	1.00		7	7.61		7	7.61
	2.00		12	13.04		19	20.65
	3.00		19	20.65		38	41.30
	4.00		11	11.96		49	53.26
	5.00		43	46.74		92	100.00
			TOTAL	92	100.00		

=====	VALUE	=====	FREQUENCY	.....
	1.00		7	@=====
	2.00		12	@=====
	3.00		19	@=====
	4.00		11	@=====
	5.00		43	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 22. Q-72

***** QUESTION 72 *****

=====	VALUE	=====	FREQUENCY	PERCENT	....CUMULATIVE...	FREQUENCY	PERCENT
	1.00		9	9.78		9	9.78
	2.00		11	11.96		20	21.74
	3.00		25	27.17		45	48.91
	4.00		14	15.22		59	64.13
	5.00		33	35.87		92	100.00
			TOTAL	92	100.00		

=====	VALUE	=====	FREQUENCY	.....
	1.00		9	@=====
	2.00		11	@=====
	3.00		25	@=====
	4.00		14	@=====
	5.00		33	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 23. Q-74

***** QUESTION 74 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	22	23.91	22	23.91
2.00	25	27.17	47	51.09
3.00	29	31.52	76	82.61
4.00	11	11.96	87	94.57
5.00	5	5.43	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	22	@=====
2.00	25	@=====
3.00	29	@=====
4.00	11	@=====
5.00	5	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 24. Q-75

***** QUESTION 75 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	24	26.09	24	26.09
2.00	23	25.00	47	51.09
3.00	18	19.57	65	70.65
4.00	12	13.04	77	83.70
5.00	15	16.30	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	24	@=====
2.00	23	@=====
3.00	18	@=====
4.00	12	@=====
5.00	15	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 25. Q-76

***** QUESTION 76 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	16	17.39	16	17.39
2.00	27	29.35	43	46.74
3.00	18	19.57	61	66.30
4.00	12	13.04	73	79.35
5.00	19	20.65	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	16	@=====
2.00	27	@=====
3.00	18	@=====
4.00	12	@=====
5.00	19	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 26. Q-77

***** QUESTION 77 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	9	9.78	9	9.78
2.00	24	26.09	33	35.87
3.00	17	18.48	50	54.35
4.00	15	16.30	65	70.65
5.00	27	29.35	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	9	@=====
2.00	24	@=====
3.00	17	@=====
4.00	15	@=====
5.00	27	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 27. Q-78

***** QUESTION 78 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	6	6.52	6	6.52
2.00	16	17.39	22	23.91
3.00	29	31.52	51	55.43
4.00	13	14.13	64	69.57
5.00	28	30.43	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	6	@=====
2.00	16	@=====
3.00	29	@=====
4.00	13	@=====
5.00	28	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 28. Q-79

***** QUESTION 79 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	27	29.35	27	29.35
2.00	18	19.57	45	48.91
3.00	16	17.39	61	66.30
4.00	13	14.13	74	80.43
5.00	18	19.57	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	27	@=====
2.00	18	@=====
3.00	16	@=====
4.00	13	@=====
5.00	18	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 29. Q-80

***** QUESTION 80 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	12	13.04	12	13.04
2.00	14	15.22	26	28.26
3.00	20	21.74	46	50.00
4.00	15	16.30	61	66.30
5.00	31	33.70	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	.....
1.00	12	@=====
2.00	14	@=====
3.00	20	@=====
4.00	15	@=====
5.00	31	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 30. Q-81

***** QUESTION 81 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	17	18.48	17	18.48
2.00	17	18.48	34	36.96
3.00	18	19.57	52	56.52
4.00	15	16.30	67	72.83
5.00	25	27.17	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	.....
1.00	17	@=====
2.00	17	@=====
3.00	18	@=====
4.00	15	@=====
5.00	25	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 31. Q-82

***** QUESTION 82 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	9	9.78	9	9.78
2.00	21	22.83	30	32.61
3.00	31	33.70	61	66.30
4.00	11	11.96	72	78.26
5.00	20	21.74	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	9	@=====
2.00	21	@=====
3.00	31	@=====
4.00	11	@=====
5.00	20	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 32. Q-84

***** QUESTION 84 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	6	6.52	6	6.52
2.00	9	9.78	15	16.30
3.00	26	28.26	41	44.57
4.00	12	13.04	53	57.61
5.00	39	42.39	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	6	@=====
2.00	9	@=====
3.00	26	@=====
4.00	12	@=====
5.00	39	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 33. Q-86

***** QUESTION 86 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	18	19.57	18	19.57
2.00	23	25.00	41	44.57
3.00	23	25.00	64	69.57
4.00	16	17.39	80	86.96
5.00	12	13.04	92	100.00
	TOTAL	92		

===== VALUE =====	FREQUENCY	
1.00	18	@=====
2.00	23	@=====
3.00	23	@=====
4.00	16	@=====
5.00	12	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 34. Q-87

***** QUESTION 87 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	3	3.26	3	3.26
2.00	7	7.61	10	10.87
3.00	30	32.61	40	43.48
4.00	19	20.65	59	64.13
5.00	33	35.87	92	100.00
	TOTAL	92		

===== VALUE =====	FREQUENCY	
1.00	3	@==
2.00	7	@=====
3.00	30	@=====
4.00	19	@=====
5.00	33	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 35. Q-88

***** QUESTION 88 *****

===== VALUE =====	FREQUENCY	PERCENT	.....CUMULATIVE... FREQUENCY	PERCENT
1.00	13	14.13	13	14.13
2.00	17	18.48	30	32.61
3.00	10	10.87	40	43.48
4.00	19	20.65	59	64.13
5.00	33	35.87	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	.....
1.00	13	@=====
2.00	17	@=====
3.00	10	@=====
4.00	19	@=====
5.00	33	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 36. Q-89

***** QUESTION 89 *****

===== VALUE =====	FREQUENCY	PERCENT	.....CUMULATIVE... FREQUENCY	PERCENT
1.00	6	6.52	6	6.52
2.00	23	25.00	29	31.52
3.00	26	28.26	55	59.78
4.00	16	17.39	71	77.17
5.00	21	22.83	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	.....
1.00	6	@=====
2.00	23	@=====
3.00	26	@=====
4.00	16	@=====
5.00	21	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 37. Q-90

***** QUESTION 90 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	6	6.52	6	6.52
2.00	13	14.13	19	20.65
3.00	10	10.87	29	31.52
4.00	27	29.35	56	60.87
5.00	36	39.13	92	100.00
TOTAL	92	100.00		

===== VALUE =====	FREQUENCY	
1.00	6	@=====
2.00	13	@=====
3.00	10	@=====
4.00	27	@=====
5.00	36	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 38. Q-91

***** QUESTION 91 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	16	17.39	16	17.39
2.00	17	18.48	33	35.87
3.00	33	35.87	66	71.74
4.00	13	14.13	79	85.87
5.00	13	14.13	92	100.00
TOTAL	92	100.00		

===== VALUE =====	FREQUENCY	
1.00	16	@=====
2.00	17	@=====
3.00	33	@=====
4.00	13	@=====
5.00	13	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 39. Q-92

***** QUESTION 92 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	11	11.96	11	11.96
2.00	17	18.48	28	30.43
3.00	23	25.00	51	55.43
4.00	15	16.30	66	71.74
5.00	26	28.26	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	11	@=====
2.00	17	@=====
3.00	23	@=====
4.00	15	@=====
5.00	26	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 40. Q-95

***** QUESTION 95 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE...	
			FREQUENCY	PERCENT
1.00	8	8.70	8	8.70
2.00	24	26.09	32	34.78
3.00	22	23.91	54	58.70
4.00	14	15.22	68	73.91
5.00	24	26.09	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	8	@=====
2.00	24	@=====
3.00	22	@=====
4.00	14	@=====
5.00	24	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 41. Q-98

***** QUESTION 98 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	34	36.96	34	36.96
2.00	13	14.13	47	51.09
3.00	20	21.74	67	72.83
4.00	10	10.87	77	83.70
5.00	15	16.30	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	34	@=====
2.00	13	@=====
3.00	20	@=====
4.00	10	@=====
5.00	15	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
 NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 42. Q-99

***** QUESTION 99 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	59	64.13	59	64.13
2.00	16	17.39	75	81.52
3.00	8	8.70	83	90.22
4.00	3	3.26	86	93.48
5.00	6	6.52	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	59	@=====
2.00	16	@=====
3.00	8	@=====
4.00	3	@=====
5.00	6	@=====

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 43. Q-100

***** QUESTION 100 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	54	58.70	54	58.70
2.00	17	18.48	71	77.17
3.00	17	18.48	88	95.65
4.00	1	1.09	89	96.74
5.00	3	3.26	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	54	@=====
2.00	17	@=====
3.00	17	@=====
4.00	1	@
5.00	3	@=

----- FREQUENCY DISTRIBUTIONS -----

HEADER DATA FOR: B:THESIS LABEL: Survey Data
NUMBER OF CASES: 92 NUMBER OF VARIABLES: 44

VARIABLE: 44. Q-101

***** QUESTION 101 *****

===== VALUE =====	FREQUENCY	PERCENT	....CUMULATIVE....	
			FREQUENCY	PERCENT
1.00	42	45.65	42	45.65
2.00	17	18.48	59	64.13
3.00	20	21.74	79	85.87
4.00	10	10.87	89	96.74
5.00	3	3.26	92	100.00
	TOTAL	92		100.00

===== VALUE =====	FREQUENCY	
1.00	42	@=====
2.00	17	@=====
3.00	20	@=====
4.00	10	@=====
5.00	3	@==

LIST OF END NOTES

1. U.S. Army GS 1105 (full time permanent) personnel occupation demographics, Defense Manpower Data Center, Monterey, CA, Mr. Jim Creager, 18 May 1987.
2. Department of Defense Directive 1430.10-M-1, DoD Civilian Career Program for Contracting and Acquisition Personnel, December 1982, p. v.
3. Federal Acquisition Regulation, subpart 13.1.
4. Staats, Elmer B., Comptroller General of the United States, "Action Required to Improve Department of Defense Career Program for Procurement Personnel", Report to the Congress, Washington D.C., 13 August 1970, p. 1.
5. Ibid., pp. 6-10.
6. Ibid., p. 1.
7. Department of Defense Instruction 5100.58, Defense Procurement Career Management Board, 7 October 1968.
8. United States Civil Service Commission, GS 1105 Position-Classification Standards, February 1969.
9. Task Group Six Report, "An Analysis of the Purchasing (GS 1105) and Procurement Assistant (GS 1106) Occupations", May 1986, p. 22.
10. "DoD ACQUISITION, Strengthening Capabilities of Key Personnel in Systems Acquisitions", GAO Report No. NSIAD-86-45, May 1986, p. 120.
11. Office of Personnel Management Handbook X-118, GS 1105 Qualification Standards, February 1969.
12. Telephone interview with Mr. John Kraft, Office of Personnel Management, Washington D.C., 6 May 1987.
13. Office of Personnel Management Handbook X-118, GS 1102 Qualification Standards, November 1983.
14. Task Group Six Report, "An Analysis of the Purchasing (GS 1105) and Procurement Assistant (GS 1106) Occupations", May 1986, p. 20.
15. Ibid., p. 24.

16. Department of Defense Directive 1430.10-M-1, DoD Civilian Career Program for Contracting and Acquisition Personnel, December 1982, p. 4-4.
17. "The Acquisition Enhancement (ACE) Program Report II", Volume 1; Section III, Table 1; Defense Systems Management College, Ft. Belvoir, VA, December 1986, p. 26.
18. Telephone interview with Mr. Jerry Wolf, the assistant senior functional representative for Department of the Army military and civilian contracting and acquisition personnel, Alexandria, VA, 10 April 1987.
19. "DoD Prime Contract Awards, FY 1986", Directorate for Information Operations and Reports (DIOR), The Pentagon, Washington, D.C.
20. Personal interview with Mrs. Linda Hallum, Chief, Small Purchase Division, Directorate of Contracts, Fort Ord, CA, 8 January 1987.
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22. Office of Management and Budget, Office of Federal Procurement Policy, Proposal for a Uniform Federal Procurement System, 26 February 1982, p. 22.
23. Federal Acquisition Regulation, subpart 13.1.
24. Ibid.
25. FY 1987 Continuing Resolution, United States Congress, Washington D.C.
26. Definition of "synopsize", Webster's New World Dictionary, Second College Edition, Simon and Shuster, Inc., 1984.
27. FY 1987 Continuing Resolution, United States Congress, Washington D.C.
28. Personal interview with Shirley Linser, supervisor, Naval Postgraduate School Purchasing Division (and former purchasing agent at Directorate of Contracts, Fort Ord, CA), 14 MAY 1987.
29. Federal Acquisition Regulation, subpart 13.5.
30. Ibid., subpart 13.4.

31. Ibid., subpart 16.5.
32. Office of Management and Budget, Office of Federal Procurement Policy, Proposal for a Uniform Federal Procurement System, 26 February 1982, p. 1.
33. Ibid., p. 2.
34. Sherman, Stanley, Government Procurement Management, Gaithersburg, MA, Wordcrafters Publications, 1985, p. 31.
35. Office of Management and Budget, Office of Federal Procurement Policy, Proposal for a Uniform Federal Procurement System, 26 February 1982, p. 37.
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37. Ibid.
38. Ibid., p. 147.
39. Sherman, Stanley, Government Procurement Management, Gaithersburg, MA, Wordcrafters Publications, 1985, p. 35.
40. Office of Management and Budget, Office of Federal Procurement Policy, Proposal for a Uniform Federal Procurement System, 26 February 1982, p. 147.
41. Office of Federal Procurement Policy Publication, Guidance on Establishing Procurement Career Management Programs, prepared by Task Group No. 6, Washington D.C., May 1985. Vol 1, p. I-3.
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44. Task Group Six Report, "An Analysis of the Purchasing (GS 1105) and Procurement Assistant (GS 1106) Occupations", May 1986, p. 10.
45. Office of Federal Procurement Policy Publication, Guidance on Establishing Procurement Career Management Programs, prepared by Task Group No. 6, Washington D.C., May 1985, Volume 1, p. IX-5.

46. Task Group Six Report, "An Analysis of the Purchasing (GS 1105) and Procurement Assistant (GS 1106) Occupations", May 1986, p. 20.
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51. "Final Report to the President, 'A Quest for Excellence'," President's Blue Ribbon Commission on Defense Management, Washington D.C., June 1986, p. xi.
52. "Interim Report to the President", President's Blue Ribbon Commission on Defense Management, Washington D.C., 28 February 1986.
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54. "The Acquisition Enhancement (ACE) Program Report II", Volume 1, Defense Systems Management College, Ft. Belvoir, VA, December 1986, p. v.
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59. Ibid., p. 21.
60. Ibid., p. 7.
61. Ibid., p. 5.

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